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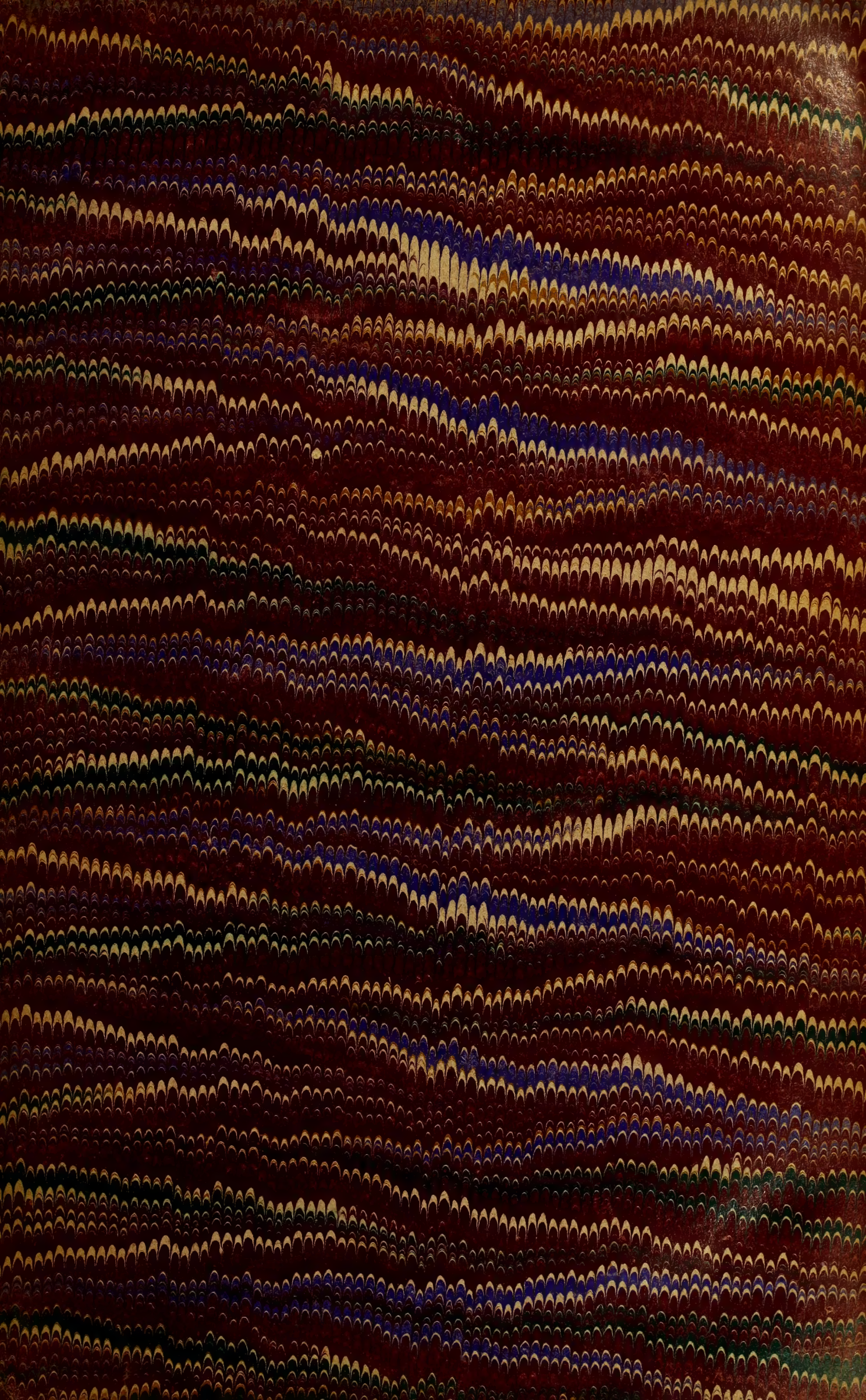
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ROYAL COMMISSION OF THE POOR LAWS
AND RELIEF ACTS

MINUTES OF EVIDENCE

APPENDIX





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ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

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APPENDIX VOLUME VIII.

MINUTES OF EVIDENCE

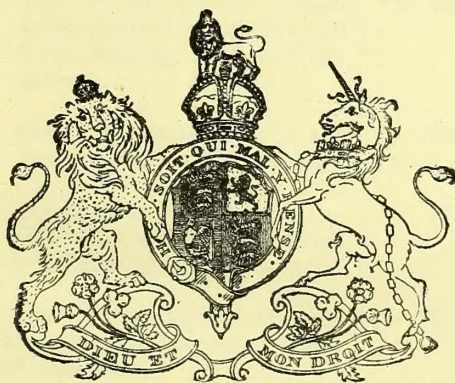
(123RD TO 138TH DAYS)

WITH

APPENDIX.

This Volume contains the oral and written evidence of
Witnesses relating chiefly to the subject of "Unemployment."

Presented to both Houses of Parliament by Command of His Majesty.



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ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

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ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

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MINUTES OF EVIDENCE

TAKEN BEFORE

THE ROYAL COMMISSION

ON THE

POOR LAWS AND RELIEF OF DISTRESS.

ONE HUNDRED AND TWENTY-THIRD DAY.

Monday, 14th October, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).

Sir SAMUEL B. PROVIS, K.C.B.

Mr. F. H. BENTHAM.

Dr. A. H. DOWNES.

The Rev. T. GAGE GARDINER.

Mr. GEORGE LANSBURY.

Mr. C. S. LOCH.

Mr. J. PATTEN-MACDOUGALL, C.B.

Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.

Professor WILLIAM SMART.

The Rev. H. RUSSELL WAKEFIELD.

Mrs. BERNARD BOSANQUET.

Mrs. SIDNEY WEBB.

Miss OCTAVIA HILL.

Mr. FRANCIS CHANDLER.

The Right Rev. The LORD BISHOP OF ROSS.

Mr. R. H. A. G. DUFF (*Secretary*).

Mr. J. JEFFREY (*Assistant Secretary*).

The Right Hon. GERALD W. BALFOUR, called; and Examined.

77735. (*Chairman*.) We do not propose to ask you questions about the Poor Law, because we have, to a very large extent, finished our inquiry on that subject, but we thought it would be of great advantage to the Commission if you, having been the President of the Local Government Board at the time the Act was passed, would be kind enough to give us any evidence you can in connection with the Unemployed Workmen Act. Mr. Walter Long was coming as the first witness on the subject, but he has been compelled to postpone giving evidence until to-morrow. I understand that a good deal of the preliminary work in connection with that Act was done before you came into office?—Yes, that is so.

77736. Would you kindly explain to the Commission what was the object and intention of the Act?—I presume the Commission will not desire me to go in detail through the provisions of the Act, or of the Orders and Regulations issued under it; copies of those documents I have no doubt are already in the hands of the Commissioners. What you desire, I presume, is an indication of what were, in the opinion of those who were responsible for the drafting of the Act, its proper scope and object, and the principles underlying it?

77737. In reference to the Regulations, I think we should like some information as regards those who were excluded under the Regulations from coming under the Act.

*The
Rt. Hon.
Gerald W
Balfour.*

14 Oct. 1907.

*General
scope of the
Unemployed
Workmen
Act.*

*The
Rt. Hon.
Gerald W.
Balfour.*

14 Oct. 1907.

General
scope of the
Unemployed
Workmen
Act.

Act; and that, I think, will come out in the answers you are about to give?—Yes. I shall be happy, of course, to reply to any questions which the Commissioners may wish to put to me, so far as I am able to do so. As regards the general scope and intentions of the Act, I do not know that I have much more to say than I have already said in the speeches which I made in the House of Commons on the first and second readings of the Bill. Perhaps I might begin by saying that the Act was a much more modest measure than seems to have been understood in certain quarters. It emphatically does not, and did not, pretend to deal with the whole of that vast question known as the Unemployed Question. For instance, it made no attempt to deal with the deep-seated causes of unemployment. So far as unemployment is due to a failure to bring together employers who are in search of labour and workmen who are in search of employment, the network of labour bureaux which the Act was intended to establish all over the country may no doubt prove useful, and I hope will prove very useful; and so far as migration or emigration are calculated to relieve congestion in particular labour markets, it may fairly be said that the Act deals with the causes. To some extent, the same may be said, I think, of farm colonies, so far as these can be regarded as training schools for the unemployed sent to them. But, in the main, the purpose of the Act was rather ameliorative than curative. Of course, amelioration applied wisely and properly may itself prove a cure, in so far as it may prevent the further advance of an evil; but, speaking generally, the object of the Act really was to deal with a limited class of workmen by giving them the opportunity of such employment as might prevent the necessity of their having recourse to the Poor Law.

77738. It was dealing with a stratum of society, if I may use that expression, somewhat higher in the social scale, or the industrial scale, than those who come to the Poor Law to be relieved?—Yes. We distinctly proposed to deal with the *élite* of the unemployed, if I may use that expression. I do not think I can better describe the class of workmen for whose benefit the Act was intended than by quoting what I said on that subject in my speech upon the second reading of the Bill. I said then, "The unemployed for whom the Bill was intended were respectable workmen settled in a locality, hitherto accustomed to regular work, but temporarily out of employment through circumstances beyond their control, capable workmen with hope of return to regular work after tiding over a period of temporary distress." I endeavoured to make still more clear the class whom we desired specially to benefit by illustrating my meaning with reference to Mr. Charles Booth's well-known classification of the inhabitants of the poorer districts of London. The different classes were described by letters of the alphabet, "A., the lowest, roughly corresponding to those who were hopelessly unemployed; B., those who were casually employed; C., those with intermittent employment; D., regular workers at low wages; and E., regular workers at standard rates of payment. The unemployed specially contemplated in the Bill were those who would be classed under D. and E.; it was not intended that work should be provided for Classes A. and B., or generally for Class C. A. and B. and the majority of Class C. would be regarded, in the language of the Bill, as persons more suitable for Poor Law treatment."

77739. That is to say, the persons for whom this Act was intended were those to whom casual employment, that is, intermittent employment, was an abnormal rather than a normal condition of their lives?—Yes, I think that would be a correct statement.

77740. Did you consider that you laid down any new principles in this Bill?—Yes, I think there were new principles and important new principles involved in the scheme. In the first place, there was a statutory recognition of a system of employment—relief by public authorities without disfranchisement; and secondly, there was the provision of machinery for organising this relief at the expense of the rates, but outside of the Poor Law. Those, I think, were two novel principles involved in the proposals of the measure; but their novelty was greater in appearance than in reality.

77741. It was the fact, was it not, that there had been previously a kind of irregular and spasmodic system of relief, not very dissimilar from what you have described, which had been adopted by certain local authorities?—Yes. Really, the local authorities for twenty years had been acting on the lines of these principles. They had been so acting in periods of exceptional distress ever since Mr. Chamberlain, when he was President of the Local Government Board, issued his well-known Circular in the year 1886. Since then, similar Circulars have been issued by successive Presidents of the Local Government Board whenever there were periods of exceptional distress. Not only that, but two Committees of the House of Commons sat to inquire into the question. They found that there was no reason to dissent from the policy adopted in these Circulars, and went so far, I think, as to recommend that the guardians should be empowered to make such contributions towards the expenditure of the sanitary authorities who agreed to provide work for the unemployed as would recoup them the difference between the actual cost of the work as carried out by the unemployed, and the estimated cost of the work if carried out in the ordinary way by contract labour.

77742. The class of person described, or assumed to exist, in Mr. Chamberlain's Circular of 1886 was very much the class, I understand, to whom this Act was to be applied?—Yes, that is so. But I have not got Mr. Chamberlain's Circular with me.

77743. I think the circular referred to persons who were "in regular employment"—I think those were the words?—I believe so. I referred to it in my speech, and I see I said there that in 1886 Mr. Chamberlain "issued a Circular to the boards of guardians containing a recommendation that in districts in which exceptional distress prevailed the guardians should confer with the local authority and endeavour to arrange with the latter for the execution of works on which unskilled labour might be immediately employed. . . . The Circular further suggested that the men employed should be engaged on the recommendation of the guardians as being persons whom it was undesirable to send to the workhouse or to treat as subjects for Poor Law relief."

77744. I have the Circular before me, and I will just read this passage from it, because I think it is important:—"They are convinced that in the ranks of those who do not ordinarily seek Poor Law relief there is evidence of much and increasing privation, and if the depression in trade continues it is to be feared that large numbers of persons usually in regular employment will be reduced to the greatest straits." The *quasi* authorised action of the local authorities previous to the Act was not altogether satisfactory, was it?—No; I think it was extremely unsatisfactory, principally in two ways. In the first place, the discrimination between the deserving and the undeserving was extremely imperfect; and in the second place, the relief was given in many instances, probably in the majority of instances, on a very bad principle, that is, it was habitually discontinuous. Employment was given very often for only two days, perhaps for only one day in the week, so that the amount received by the unemployed was really not sufficient to keep the household together, and could only be regarded in the light of a sort of charitable dole.

77745. Therefore I take it you would contend that you were only attempting in a better way to give effect to action that had been in operation for a good many years past?—Yes, that really was so. The situation, I think, was quite accurately summed up in a report issued by the Charity Organisation Society in 1904, in which it was said, "there are at present two public relief agencies in the field—the Poor Law guardians under the Local Government Board, and the borough council, who have a free hand." That was the situation which the Government had to deal with, and the question was, what was the best way to deal with it.

77746. In London, where the areas of the borough councils and boards of guardians are almost coterminous, I assume there was a great deal of overlapping for want of co-operation?—Yes, I think there was. There were several possible courses that might have been suggested. We might have made an endeavour by stricter administration to return to the principle of 1834—that is to say, to the uniform treatment of the able-bodied poor by the

Previous recognition of these principles by the Local Government Board, etc.

Unsatisfactory character of relief by local authorities previous to the Act.

Overlapping in London between borough councils and guardians.

Class of workmen for whom the Act was intended.

New principles involved in the Act.

offer of the workhouse. As a matter of fact, that policy, as the Commission is aware, has never been carried out in its entirety. The Commission of 1834 had rural pauperism principally in their minds; since then, the centre of gravity of the problem has entirely changed, and it is now urban pauperism which we have mainly to consider. In populous districts it has never from the beginning been found practicable to deal with the able-bodied poor merely by the offer of the workhouse; and I do not think it was possible even to insist on the alternative of the stoneyard instead of the workhouse—public opinion would not have permitted it. But over and above that, in the judgment of those who were responsible for the Act, it would not only have been impossible to adopt a strict policy of that kind—it would have been inexpedient and undesirable. Rightly or wrongly, we came to the conclusion that classification must be and ought to be, in some form or another, applied to the case of the able-bodied poor, as it had already been applied to other classes of destitute persons. We might have tried to give effect to our policy through the Poor Law guardians more or less on the lines suggested in Mr. Chamberlain's Circular; but I do not think that would have been a very satisfactory way of dealing with the question. What we actually did was to accept the situation as it had been created by the action of the local authorities, and attempt to organise a permanent machinery for doing better and more wisely what the local authorities had been for years doing perhaps with more zeal than discretion. Above all, what we wanted was a machinery which should make it possible to discriminate effectively between the classes for whom the measure was designed and others who, we thought, were more proper subjects for Poor Law treatment. In fact, to my mind, adequate discrimination, was the real *crux* of the problem; and if the measure as we framed it, and the Regulations as we framed them, have been proved insufficient to secure effective discrimination, then I should certainly say that the Act had largely failed of its object, and might be in danger of doing more harm than good.

77747. Under Mr. Chamberlain's proposal the relief given was not to disfranchise, I think?—No, it would not disfranchise, naturally.

77748. Have you followed up at all the results of the Act of 1905? Would you be able to give us an opinion as to whether or not it has in your judgment achieved the object with which it was put on the Statute Book?—I am afraid I hardly feel competent to answer that question. Of course I have no longer any official knowledge of what has been going on, and such information as has since been published has, I think, been too meagre and insufficient to enable one to form a judgment. Nor can I honestly say that since then I have been following the question very closely; I have been occupied with other matters.

77749. I think a sentence you used just now sums up very succinctly the object, which was to attempt a classification of the able-bodied very much in the same way as other recipients of relief have been classified?—That is so. From the point of view of the relief of the poor, you may say this was an attempt to classify the able-bodied poor, but the classification was not of the ordinary kind because it was intended that the superior class of the unemployed should be provided for before they came within range of the Poor Law—before they were reduced to absolute destitution.

77750. Then the Act was for the relief of those who are rather above the class that come to the Poor Law, and it was intended if possible to be a preventive Act?—Yes; it was intended to save them from the necessity of having recourse to the Poor Law.

77751. There is only one other matter I should like to put to you, and that is a little outside the subject we have been discussing. How long were you the head of the Local Government Board?—I was only eight or nine months head of the Local Government Board.

77752. We have had a great many schemes before us and we have had to consider at great length how we can best organise the local Poor Law authority, and that rather raises the question of the central Poor Law authority, so perhaps you would not mind giving us your opinion

on this question. The Local Government Board is a very hard-worked department, is it not?—Yes, very.

77753. And the head of the department does not rank as a Secretary of State?—No.

77754. Does that affect the *status* of the whole department?—Yes, it does.

77755. And puts them, so far, for the purpose of exchange with other departments on a somewhat lower position than they would be if the head of the department ranked as a Secretary of State?—Yes; the whole department is in a lower position than departments presided over by Secretaries of State.

77756. Have you ever considered whether or not the Poor Law administration should be made a separate department?—I should doubt whether it would be wise to separate the Poor Law administration entirely from other branches of local administration so far as the central department is concerned.

77757. Do you think it would be advisable, as regards this class of duty, that there should be any re-arrangement of duties between the Home Office and the Local Government Board?—I think it is possible that in some respects there might be such re-arrangement, though I should not be prepared to suggest off-hand what it should be; but if the Local Government Board was raised in *status*, and its head was a Secretary of State, I believe I am right in saying that departmental interchanges of work could be made without the necessity of an Act of Parliament for the purpose. In our last year of office we brought in a Bill, which you may perhaps remember, in which it was proposed that the Local Government Board and the Board of Trade should both be raised to the dignity of departments presided over by Secretaries of State. The Bill never got beyond the First Reading, but the proposal was actually the subject of a government measure.

77758. Turning to the Board of Trade, they supply the figures as regards unemployment; is that a satisfactory arrangement, or do you think that work of that kind could be better undertaken by the Local Government Board? Their figures apparently relate only to a very small percentage of the employees of the country?—If I remember rightly, the Board of Trade figures are entirely derived from the trade unions, and any estimate they make of general unemployment rests ultimately for its basis upon the percentages of unemployed among the trade unions.

77759. I believe those are really the only figures we have at present which relate to unemployment?—So far as I am aware, they are.

77760. And, of course, they cover a very small area of the industrial field of the country?—They cover a comparatively small area, and unless it is legitimate to assume that the proportion of unemployed among unskilled workmen is approximately that which is found among skilled workmen at any given time, no deductions made from the trade union figures are of any real value.

77761. (Mrs. Webb.) I understand that one of the objects of this Act was definitely to take one type of able-bodied person out of the Poor Law?—Yes, so far as we thought that could be wisely and properly done.

77762. Then I assume you did not wish any deterrent test to be applied to that particular type of able-bodied person?—Except in so far as we provided that the total remuneration for such labour, where the central body either contributed to it or provided the labour itself, should be less than that which could normally be earned by an unskilled labourer at the same time and place.

77763. Did you mean that it should be less per hour?—No; we expressly left that to be settled by the distress committees and central bodies themselves.

77764. Then did you mean a less time in the week?—Supposing the pay had been per hour the same as that of an ordinary labourer, then, in order to achieve the end laid down in our regulations, it would have been necessary that the hours should be fewer.

77765. Did you not then come rather near to the doles of work that you objected to under the old system?—It is a question of degree. That depends upon the amount which could be earned subject to the conditions laid down.

The
Rt. Hon.
Gerald W.
Balfour.

14 Oct. 1907.

Inferior
status
of Local
Government
Board.

Advisability
of complete
separation of
Poor Law ad-
ministration.

Possibility of
re-arrange-
ment between
Home Office
and Local
Government
Board.

Value
of Board
of Trade
statistics of
unemploy-
ment.

Deterrent
test con-
templated
by the Act.

Remunera-
tion for
relief work;
difficulties as
to paying
living wage
to unskilled
labourers.

Adequate dis-
crimination
the main
problem
before the
framers of
the Act.

Mr. Cham-
berlain's
proposal in
1886 not to
disfranchise.
Difficulty
of saying
whether
the Act has
achieved its
object.

Preventive
character of
the Act.

*The
Rt. Hon.
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14 Oct. 1907.

77766. What has been put before us on that point is this—that the present wage of the unskilled labourer is so low that if you go below it you are practically sweating that labourer. Did that occur to you?—Yes. Of course there is that difficulty; it would be very undesirable to reduce the remuneration so low as to make it impossible for the workman to maintain his physical health.

77767. And his family's, too?—And that of his family.

77768. Do you see any way out of that?—I am not prepared to say that it is impossible for a man who abstains from all luxuries to maintain himself and his family in health for something less than the ordinary labourer now earns. I think that the views which have been expressed upon that point are often based upon somewhat speculative data.

77769. But assuming that the ordinary labourer in London earns, say, 18s. a week, and has five children, you could not go below that amount, could you?—I should think it would be dangerous to go much below 18s. in London.

77770. Would it not be possible to get an element of deterrence without the conditions of sweating if you take up a man's leisure?—Yes. I do not say that diminishing the remuneration is the only way open. It is, of course, very important that the work given by these bodies should not be so attractive as to prevent a man seeking for normal employment.

77771. Would it be possible to give up the idea of work and take up the idea of training, for which you would give the full physiological subsistence but absorb the leisure?—I think it is an idea worth considering, but it is hardly one on which I should be prepared to express an opinion off-hand. That seems to me to be just one of the questions which this Commission has been appointed to look into.

77772. There is only one other question I wish to put, and that is about labour exchanges. I understand that it was fully in your view when you passed that Act that there might be a development of a better organisation of casual employment under the labour exchanges?—Do you mean by enabling those who are now casually employed to be employed more regularly?

77773. Yes; was that within your view?—I do not know whether that is likely to be achieved by the agency of labour bureaux. If it could be achieved by the agency of labour bureaux, much would be gained no doubt.

77774. But had you that as one of your objects?—It is very important that labour should be decasualised, but I do not think that the provisions of this measure were directly pointed to that end. I think that for the decasualisation of labour you will probably have to go further afield.

77775. (*Professor Smart.*) You are aware, of course, that there is no Poor Law relief of the able-bodied in Scotland?—Yes, I am aware of that.

77776. Had you any particular thought of that when you applied the Bill to Scotland?—No. I am not really intimately acquainted with the Scottish system, and I may fairly say that I was considering the English system alone. If I remember aright, the Bill in its original form did not apply either to Scotland or to Ireland, and it was at the request of the Scottish and Irish Members in the House of Commons that it was extended to Scotland and Ireland.

77777. Then you are not prepared to answer this question, for example—whether the Bill was not more necessary for Scotland on this account, that there was no provision under the Scottish Poor Law for the able-bodied?—I think I would rather not answer that without more consideration than I have given to the question.

77778. (*Dr. Downes.*) Should you consider it desirable that relief at the public cost should be dealt with as far as possible by one authority?—No, I do not think it would necessarily be desirable. For instance, in this case we deliberately rejected any suggestion of working through boards of guardians, and preferred a different authority altogether. Perhaps I may say, though I do so with some hesitation, that one of my reasons for desiring to see some such system as was proposed in the Bill adopted is this: My very short experience of the Local Govern-

ment Board rather led me to the conclusion that the difficulty with which the guardians start in dealing with the able-bodied poor is enormously increased by the fact that they have at one end of the scale what you may call the deserving unemployed and at the other end of the scale the wastrels and vagrants; and then, in addition to those, there is the intermediate class, which I should regard as the class most proper to be treated by the Poor Law. If the plan of the Bill was successful, then we should have relieved boards of guardians, to a very large extent at all events, of the necessity of providing for the deserving unemployed. As regards the second class, the wastrels and good-for-nothing persons, my impression is that it will be necessary sooner or later to resort to stricter treatment than at present—probably some form of penal treatment. If that were done, the guardians would be relieved from having to provide for the wastrels and good-for-nothings at the other end of the scale; and then I think it would be comparatively easy to adopt some such treatment as the workhouse test for the intermediate class.

77779. The applicants for relief of any kind do not resolve themselves sharply into different classes, I think?—Not sharply—no; that is always one of the difficulties.

77780. What I have in my mind is that the man who may really be suitable for the guardians eventually, may not in the first instance think himself of that class and may go to the employment authority?—Undoubtedly.

77781. Do you think that there is a certain disadvantage in working the machinery if there are several authorities to whom a man may apply?—There may be some drawbacks in that, but I do not think those drawbacks compensate for the advantages.

77782. Mr. Chamberlain's Circular contemplated that the man should first of all apply to the guardians, I think?—Yes.

77783. And then be referred by them to the employment authority?—Yes. In those days there was no sort of machinery for discrimination, except the guardians; but gradually, as the practice of the local authorities developed, they had committees of their own to inquire into the merits of the applicants.

77784. Would it simplify matters if there were a relief authority, not necessarily called guardians, but a relief authority which should refer the applicant of one class to one end of the scale and the applicant of another class to the other end of the scale?—I am not prepared to say that some arrangement of that sort might not be devised.

77785. A kind of receiving or sorting authority in the first instance?—I would not like to say that was impossible.

77786. If it were possible, would you regard it as having advantages?—It really would depend upon who the authority was. It is a difficult question to answer in the abstract.

77787. I am assuming a neutral authority, not necessarily associated with the Poor Law as we understand it and not necessarily associated with any other form of relief, but an authority to whom the applicant could go in the first instance?—Much would depend upon how the authority was appointed.

77788. Of course, I cannot go into details?—No; I understand.

77789. (*Mr. Chandler.*) I should like to ask if, in your judgment, the Unemployed Workmen Act has not been voluntary somewhat hindered by the arrangement which made it depend solely upon voluntary contributions for providing wages?—That is a question relating to the working of the Act. We introduced the provision that only voluntary contributions should be used for providing labour, because we were extremely anxious that there should be no justification for any impression that the Act was intended to admit the principle that it was the business of the State to employ all the unemployed. Since then, I understand that, instead of relying upon voluntary contributions, a contribution has been made from the Exchequer; and undoubtedly, if a contribution is to be made other than from voluntary sources, it is in my judgment far better that it should be made from the Exchequer than that it should be made from the rates.

77790. Of course, you are well aware that that was because of the failure of the voluntary contributions to

Question of training for unemployed instead of work.

Labour exchanges.

Application of the Act to Scotland.

The proper authority for dealing with relief of the unemployed

The proper authority for dealing with relief of the unemployed.

Question of judgment, the Unemployed Workmen Act has not been voluntary somewhat hindered by the arrangement which made it depend solely upon voluntary contributions for providing wages?—That is a question relating to the working of the Act.

come forth as you expected?—That entirely depends upon whether sufficient efforts were made to obtain them. I think it was assumed that the difficulty would be so great that it was no use trying.

Was the Act a recognition of the right to work? 77791. (*Mrs. Bosanquet.*) I think it was very freely said when the Act was passed that this was at least the recognition of the right to work?—Yes, it was.

77792. Did you agree with that?—I never admitted that for a moment; I expressly disclaimed it in every speech that I made.

77793. Do you think possibly that there was some logical justification for the view?—Do you mean based upon the provisions of the Act?

77794. Yes?—No, I do not.

Effect of the Exchequer grant.

77795. (*Mr. Loch.*) As soon as the grant came from the Exchequer, was not the logical position immensely altered; that is to say, was there not then a claim, pushed beyond a claim on voluntary funds, to be financed on lines of State regulation?—I think the fact that the Act was financed from the Exchequer for the purpose of providing labour would probably afford more basis for a claim of that kind, but I do not say it would afford sufficient basis.

Voluntary contributions v. aid from rates or taxes.

77796. Are you still of the opinion which you appear to have held formerly, that that exclusion, so to speak, of the rates or taxes is a natural basis and should be adhered to?—I should personally have preferred to try, at all events, a second year to see whether the necessary sum could not have been raised by voluntary subscriptions. I do not think sufficient effort was made to do it.

Discrimination by municipal authorities before the Act.

77797. When the question of bringing this Act forward was under consideration, did the evidence that was producible of the way in which municipal authorities had already intervened, as you have explained, show that the skilled class, the regular workmen which the Act refers to, could be discriminated, and was being discriminated at all, by the authorities?—There was discrimination; and while Mr. Long's scheme was in operation during the winter before the Act was passed, I think the discrimination was more effective than it had previously been; but I certainly should not say it was sufficiently effective.

Practicality of adequate discrimination.

77798. I think you have raised the real issue in what you said about discrimination. What one wonders is this—whether with the experience we have now, including of course the first year when Mr. Long was in office and before the Act, we can say that any system of discrimination is really applicable to this question; I mean applicable in the sense that it will produce the result you want of parting one class from another?—No doubt one class passes into another by insensible gradations, and therefore any discrimination presents great difficulties. That discrimination of a sufficiently practical character can be carried out I am still inclined to believe, though of course that is a point on which my opinion might be changed by the evidence of what has taken place since the Act was passed; that evidence I have not yet before me.

77799. Roughly, might it be said that the old system of referring to the workhouse was an attempt to meet the difficulty without having to exert discrimination?—Yes; that avoided the difficulty altogether by lumping the whole of the able-bodied destitute in one class.

77800. Making it a sort of collective option to the outsider to take it or not?—Well, you may put it in that way if you like.

Wide-spread demand for classification.

77801. I was going to ask you next if that was so in the rural districts, as you described, why should it be more easy to use discrimination in the urban districts now? If the older people were forced to that policy, shall we not, owing to the failure of discrimination, equally be forced to it?—I do not think that the importance of classification was realised so strongly in 1834 as it is now. The movement of public opinion has made classification more and more necessary, and more and more impossible to avoid. I think we must face the problem.

The problem of the casual labour class.

77802. Another question arose, which was this, was it not—that directly the discrimination was applied

the large intermediate class between the wastrel and the regular worker appeared in all its greatness, and it is a very large class indeed?—Yes.

77803. Then the question arose how that could be dealt with, even by the Poor Law. Do you think that the Poor Law machinery as it now stands, if this Act were pushed through, would be able to deal with that class—the irregular worker class?—Better than it could, I think, before the Act was passed.

77804. But, in fact, the numbers dealt with by these various committees under the Act using the discrimination carefully, are very few?—Yes, but it was the presence of those few that was one of the causes that made the task of the guardians very difficult.

77805. In any case you would say, would you not, that the large irregular worker class, which is affected indirectly at any rate by the Act, would have to be dealt with by the board of guardians?—I think so.

77806. Then there you would apply the workhouse test or any other you may have at hand?—Yes; I should certainly have a deterrent test. To the class at the bottom, the wastrels and good-for-nothings, I should be disposed to apply a more deterrent test still.

Necessity for deterrent tests.

77807. You have not, I gather, given special consideration to the possibility of applying such tests, considering the number to be dealt with and the available machinery of the Poor Law?—No, I cannot say I have. I have some hesitation in expressing these views at all, as I am quite aware that I have not sufficiently thought them out for them to be of any real value. They rather indicate the direction in which my mind was moving.

77808. (*Mr. Nunn.*) I want to ask you about the relations of the Act to the work done by the men under the borough councils and the urban district councils. I think it was distinctly considered as one of the possibilities of the work that the distress committees, or any foreign bodies, would apply to the local authorities—borough councils or urban district councils for the provision of the work?—Yes.

Effect of relief work under the Act upon the employment of regular staffs of municipal authorities.

77809. That was done very largely during the years preceding the passing of the Act of 1905, and there was a considerable staff already engaged in that way in consequence of Mr. Chamberlain's Circular, was there not?—Yes.

77810. Since then, do you think that it is really advisable to substitute a class of artificial workmen in that way for the regular staff of a borough council? I am assuming that it was contemplated to use the borough councils in the way Mr. Chamberlain suggested?—I am not aware that the regular staff of the borough councils was affected. Of course, in all relief works there is a danger of displacing those who are already at work in order to replace them by those who are out of work; and that is a matter which it behoves the local authorities to look very closely after.

77811. Yes, but there is nothing at all in the Act to compel them to look after that particular body, is there?—No, and I do not think it would have been possible to do that.

77812. Did you see Mr. Whitmore's Return, which I think was asked for in 1905, of the actual numbers of men employed by the various borough councils and urban district councils?—Yes.

77813. It was a very considerable number. Did you learn that these men practically displaced a considerable number of the regular staff?—No, I was not aware that that was the case.

77814. Or that in some of the East End unions it had been said that although men might not actually have been displaced at the time, works had been anticipated which would have provided employment for them in the future?—Yes. I think there again it is almost impossible to anticipate work, or to postpone it, with a view to accumulating it against periods of distress, without to some extent interfering with those who would have been, if circumstances had been allowed to run their natural course, employed on that work.

77815. Then in framing the Act, were you on mature consideration prepared to risk that?—Yes, I was prepared to risk that.

The Rt. Hon. Gerald W Balfour.

14 Oct. 1907.

*The
Rt. Hon.
Gerald W.
Balfour.*

14 Oct. 1907.

Initial
difficulty in
connection
with estab-
lishment
of distress
committees
and central
body.

77816. To risk the dislocation of men who actually were in regular work?—Yes. But I did not anticipate that it would be on a serious scale.

77817. I suppose we have to consider the possibility of another Act, or of the old Act coming into operation again. Did you consider the difficulty which certainly arose in connection with this Act, that when you laid down the regulations for calling the distress committees into operation in London, you brought the distress committees into existence first and then the central body? Did it occur to you that that would probably set men to work in the various boroughs who probably had less outlook, less intelligence, and less power of administration than the central body which was to be appointed to supervise them?—I think the interval between the appointment of the distress committees and the appointment of the central body was a very short one. Obviously, if the central body was to be formed of members of the distress committees in the first instance, some interval must take place. That was unavoidable, but it would occur once for all, and never again in the course of the operation of the Act.

77818. In view of the fact that the distress committees did get a very serious start, in London at any rate, and that to a considerable extent they upset the machinery of the Act by what they did in the interval between the passing of the Act and the actual coming into existence of the central unemployed body, would it not be well, if any future Act were passed on the same lines, to appoint some provisional body which should supervise the first acts of the distress committees?—It might be.

77819. I merely mention that as a matter which caused a good deal of inconvenience?—We shortened the interval, according to the best of my recollection, to the utmost of our power. I mean so far as any action of the Local Government Board was concerned.

77820. Then with regard to the powers of the guardians, and the possibility of some deterrent test. The Act laid down regulations for dealing with labour colonies. Were those labour colonies regarded as parts of the Poor Law, or as parts of private enterprise and voluntary work?—Are you speaking now of the farm colonies contemplated in the Act?

77821. Yes?—They were not part of the Poor Law.

77822. Not part of the Poor Law?—No. They were to be administered by the distress committees, or the central body, as the case might be.

77823. Supposing sufficient public enterprise could be enlisted to form a sufficient number of labour colonies, would it not be possible to graduate them in such a way as to have deterrent colonies at the bottom and thoroughly educational colonies at the top—to have, in fact, a system of labour colonies?—I certainly myself contemplated the ultimate adoption of some plan of penal colonies,

probably under the Home Office rather than under the guardians. Those who were sent to the penal colonies would really be sent to a form of imprisonment.

77824. It was recognised that the system of labour colonies, to perform both purposes, must be graduated, some having a preventive, or deterrent, effect, and others having a stimulating and educational effect?—If you were to try to provide farm colonies for every class of the destitute, your farm colonies would probably have to be more or less graduated, just as the classes of the destitute are graduated, one class passing into another. But it had not been actually in my mind that farm colonies should be provided for what I have called the intermediate class; it might be a desirable thing to do, but it had not been in my mind, I confess.

77825. Has it come to your notice that in some parts of London, instead of dealing with men who were temporarily out of work owing to exceptional circumstances, the Act would really operate in relieving, or at any rate dealing with, a very large number of casual labourers?—I am rather inclined to think, from the report that was issued in 1906, that there must have been more casual labourers who received the benefit of the Act than had been my original intention; but then casual labourers are placed under the same heading as general labourers—the heading is “General and Casual Labourers,” if I am not mistaken—and it does not by any means follow that general labourers are necessarily casual labourers.

77826. Not at all; but I was speaking of the casual labourers?—It is very difficult to make out from the returns how many casual labourers have been given work under the Act.

77827. My question was rather whether you contemplated large masses of casual labourers, as distinguished from general labourers, being employed under the Act?—No, I did not; I wished to exclude the casual labourers.

77828. (*Mr. Lansbury.*) Of course a large number of the men who are casual labourers are men who are classed as casual labourers, are they not, because their work is casual in the sense that they go to one employer to-day and perhaps to another employer to-morrow?—I should think that might be so.

77829. But those kind of men are more or less regularly employed, and you would not call them purely casual workmen, would you?—No, I should not. I am not prepared to say that there are not cases of that kind which might not be quite proper cases for the Act to deal with.

77830. (*Chairman.*) There would be regularity of employment even although it was casual in a sense, and you would not put that class into what is called the casual class of labour?—No.

Mr. WILLIAM HENRY BEVERIDGE, called; and Examined.

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77831. (*Chairman.*) You are a member of the Central Unemployed Body for London, and a member of the Stepney Distress Committee?—I am.

77832. You have sent us a very able and interesting Statement, which we will treat as your evidence in chief if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

1. I was a member of the Executive Committee of the Mansion House Fund, 1903-4. I was a member and acting honorary secretary of the Stepney Joint Committee under Mr. Long's scheme of 1904-5. I am and have been since their constitution in November, 1905, a member of the Stepney Distress Committee, and, by co-option, of the Central (Unemployed) Body for London, established under the Unemployed Workmen Act, 1905. On the latter body I am chairman of the Employment Exchanges Committee, and I am or have been a member of the committees dealing with classification, working colonies, and finance. I have, so far as other occupations allowed, made myself familiar with the principal official records and statistics throwing light upon unemployment and its treatment in this and other countries. The following statement deals directly with the causes of distress

due to unemployment (Secs. 3-23) and remedies for distress due to unemployment (Secs. 24-74).

2. The main conclusions which I wish to lay before the Commission may be summarised as follows:—

(i) Unemployment is not due to over-population, in the sense of a general want of adjustment between the rate of growth of population and the rate of industrial expansion (Sec. 3).

(ii) Unemployment is due to certain specific industrial conditions, involving permanent or recurrent discrepancy between the number of individuals seeking work and the amount of work available (Secs. 4-16):

(iii) These industrial conditions are generally found associated with, and are themselves the cause of, varying degrees of personal inferiority or deficiency in the individuals affected (Secs. 17-23).

(iv) from (i) and (ii) it follows that no measures calculated simply to affect the general balance between population and industry (discouragement of births, emigration, deliberate creation of new industries, the eight-hours' day) are as such either necessary or effective. They may be of great value

Relief of
casual
labourers
under the
Act.

Difficulty of
defining
casual
labourers.

Summary of
conclusions as
to unemploy-
ment, its
causes and
remedies.

for individual cases or they may be advisable on wider grounds. To the problem of unemployment they are, strictly speaking, irrelevant.

From (ii) and (iii) it follows that improvement of individuals—physically, morally or mentally—is neither a remedy for unemployment nor, however desirable in itself, likely to be carried very far while the industrial causes of unemployment continue.

Note.—Though the view underlying (i), that the limits of possible population in this country are neither reached nor nearly reached, is important for a full consideration of unemployment, the need for and value of most of the practical measures advocated—especially that of organising the labour market through labour exchanges—is absolutely independent of the correctness of this view (Sec. 63).

(v) The first of the industrial causes of unemployment, both in the order of importance and in the order for treatment, is the normal overstocking of each occupation with labour as the direct result of want of organisation in the demand for labour and want of fluidity in the supply (Secs. 6–9). This overstocking is most acute in the low skilled irregular occupations where it involves normal under-employment; the unemployed problem becomes from the point of view of a distress committee substantially the problem of the “general” labourer, his cause and his cure (Secs. 30, 34). The cure, and the only cure, for under-employment is the organisation of the demand for and supply of labour through labour exchanges in some form or other (Secs. 41, 48, 52–63).

(vi) The organisation of the labour market through labour exchanges, besides being the only cure for under-employment, deals directly with many other factors in the unemployed problem (Sec. 64) and forms the indispensable permanent basis for nearly all other remedies, whether of organisation or of relief (Secs. 70, 72–3, 76).

(vii) The most important of those industrial causes of unemployment which will survive any mere organisation of the labour market is cyclical fluctuation of commercial and industrial activity (Secs. 13–16, 25). The effort to deal with this by temporary relief works has failed (Secs. 26–37) and must always fail (Secs. 38–39). The difficulty must now be attacked along some absolutely different line—insurance, short time, or the better distribution of necessary work (Secs. 69–75).

(viii) The Unemployed Workmen Act, 1905, while it has served a useful purpose as a piece of experimental legislation, is from any other point of view indefensible, being a foredoomed failure in its main object (Secs. 38–39), inadequate for the accomplishing of its secondary objects (Secs. 47–49), defective in its machinery (Secs. 42–45), and fundamentally bad in principle (Secs. 50–51).

(ix) Of the secondary objects of the Unemployed Workmen Act, labour exchanges are necessary as a permanent piece of industrial organisation, while emigration and training colonies, whether permanently necessary or not, will certainly be required for an indefinite time to come (Secs. 60, 68). Provision must therefore be made for continuing all three, though not all, perhaps, in the same form, and certainly not under the same authorities as at present.

CAUSES OF DISTRESS DUE TO UNEMPLOYMENT.

3. Unemployment is not due to over-population. It does not indicate any general want of adjustment between the rate of growth of population and the rate of industrial expansion :—

(i) The distress of the last few years may be paralleled in all essential particulars by the events of 1893–5, 1885–6, 1879, 1868 and earlier periods, when the population was far smaller than it is at present.

(ii) Of the three agents of production—land, capital and working population—the supply of the second is increasing far more rapidly than that of the third; wages are rising. The land of the country cannot increase absolutely, but as an agent of production is none the less increasing relatively to the needs of the

population since this is able to support itself upon smaller and smaller areas; the countryside is emptying itself into the towns.

(iii) Production per head of the population shows no sign of that decrease which should be found if over-population were setting in. The consumption of raw materials in all the principal manufactures appears to be increasing steadily in relation to the population.

(iv) The most eminent recent economic writers regard over-population as a danger postponed to a very remote future by modern improvements in the organisation of production.

4. On the other hand, unemployment is not due merely to personal or isolated causes, *e.g.*, to unfitness or unwillingness to be employed or to the failure of particular employers. It does indicate specific mal-adjustments between the demand for and the supply of labour at certain times or places. It is in part at least an industrial or economic problem :—

(i) The records of trade union members out of employment, obtained and published monthly by the Labour Department of the Board of Trade, while they afford no basis for estimating the total extent of involuntary idleness amongst wage-earners, are conclusive as to its existence and as to its industrial character.

(ii) The records of applicants for assistance first accumulated in considerable numbers by the Committee of the Mansion House Fund, 1903–4, and later, in the administration of the London Unemployed Fund, 1904–5, and of the Unemployed Workmen Act, 1905, show that many men individually certified by their employers to have been willing and competent workmen in the near past were unable for long periods in the years 1904–6 to obtain employment.

5. The specific industrial mal-adjustments, *i.e.*, the industrial causes of unemployment evidenced by these records may be grouped under three heads :—

(a) The normal overstocking of every trade with labour (Secs. 6–9).

(b) Permanent changes of industrial conditions (Secs. 10, 21).

(c) Fluctuations of industrial activity (Secs. 11–16).

6. Every trade tends to be overstocked with labour in proportion as the demands of separate employers in it for labour are irregular, and in so far as machinery focussing these demands and for mobilising the supply of labour is absent or imperfect. The counterpart to this over-stocking of the trade is the partial idleness of some or nearly all the individuals engaged in the trade—a perpetual leakage of working and earning power between one job and the next. In certain trades (notably those connected with building and transport by land or water), and in the fringe of unskilled or low-skilled labour attached to nearly all trades, a state of affairs develops which is best described as *under-employment*, and which involves more or less chronic distress.

7. The over-supply of labour in all the low-skilled and unskilled occupations is notorious. Even in the skilled occupations, though undoubtedly local or temporary shortages of labour are experienced, there are always a certain number of men unemployed. There is a minimum of about two, below which the “unemployed percentage” of trade union members never falls.

8. The great bulk of applicants to distress committees are men normally in or on the verge of distress, men earning perhaps fair daily wages, but getting on an average only two or three days' work in a week or two or three weeks in a month. These men cannot be described as “unemployable” (so long as it pays a business firm on occasion to employ them) nor as individually superfluous (so long as they are occasionally called on). They are part of industry, not outside industry. They represent at bottom not so much want of employment as a wrong distribution of employment, a spreading, say, of 3,000 days' work in a week over 1,000 men at three days each instead of over 500 men at six days each.

9. The main force keeping together this under-employed reserve of labour is the casual demand of a multiplicity of

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Unemployment not due to over-population.

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14 Oct. 1907. individual employers. Each employer has his own group of hangers-on at his gate, instead of all employers sharing a common reserve drawn from one centre. Certain specific methods of employment in which the tendency to accumulate a reserve of low class casuals is most obvious, may, however, be mentioned :—

Features of casual labour system.

(a) Employers with a fluctuating demand for labour do not as a rule keep a regular staff, even up to the minimum number required on their slackest day. A wharfinger requiring daily from 100 to 200 men will perhaps have only fifty regular men, and will use the other fifty places that might have been permanent in order to keep together a reserve for emergencies. Sometimes this takes shape in a very definite plan of giving out work in rotation.

(b) Employers sometimes object to men whom they employ habitually (not regularly) working for a rival employer, even on off days.

(c) The whole foreman system—however convenient from a business point of view—undoubtedly has the effect of keeping groups of men waiting about individual foremen and thus, as a whole, increasing the leakage of time between jobs, and the total volume of labour in an occupation. The system increases enormously the uncertainty of employment. Men in the building trades, and even under local authorities, may be thrown out after years of fairly constant work by the death or removal of a particular foreman. The system undoubtedly lends itself to much abuse of patronage, and encourages convivial drinking as a means of “keeping in” with foremen.

(d) During the first few days or weeks of a big building job men coming along by chance are taken on and “weeded out” after a short trial has shown them to be inefficient. They are then free to repeat the process at another job. The social effect of this is exactly the same as that of casual relief or charity in keeping together in a state of permanent demoralisation a mass of low class casuals. Incidentally attention should be drawn to the inevitable effects upon individual industry of a system of hourly payment combined with casual employment. The casual hand in such a case can have no conceivable interest except that of lengthening out his job, since he is to go and be no more remembered at the end of it. “Ca’ canny” becomes a common-sense policy needing no trade union to enforce it. The more regular men will work better because they have more to gain or lose according as they work well or badly.

Permanent changes of industrial conditions.

10. Permanent changes of industrial conditions are of several types :—

(a) The decay of a particular industry, *e.g.*, sail-making, and now of many industries connected with horses (saddlery, harness-making, etc.).

(b) The removal of an industry from one place to another, *e.g.*, of shipbuilding from London to the north.

(c) Changes of method or organisation, *e.g.* the introduction of new machines (boot-making, rope-spinning) or new forms of labour (aerated water).

The common feature in all types is that for the individuals concerned they involve a permanent displacement from their chosen and familiar occupations, and the necessity of finding their way, perhaps at an advanced unadaptable age, into new occupations.

11. Fluctuations of industrial activity are of two distinct types, seasonal and cyclical. The common feature of both types is that, involving temporary contractions in the demand for labour, they make it impossible for a certain number of men in a particular month or year to obtain employment, though they had no difficulty in doing so in the preceding month or year and may expect to be in demand again in some later month or year. The practical difference between the two types is immense. The short period (weeks or months) and regular frequent recurrence of seasonal depression makes individual provision against it comparatively easy and natural. The fact that the slack times of different industries do not coincide makes it possible for men thrown out of one to get work in another. So far as seasonal fluctuation cannot be met thus by the use of subsidiary trades it becomes very largely a question of averaging wages over good and bad times. The length (years) and rare recurrence of cyclical depression at intervals of anything from seven to twelve years make individual provision against it difficult and beyond common foresight. Cyclical depression, moreover, affects all industries more or less simultaneously.

12. Typical seasonal fluctuations are those in printing (November and March busy, August to September and January slack); building (May to September busy, January to February slack); leather trades (May to June and October busy, December to January and September slack); furnishing (April to May busy, December to February slack); London riverside labour (November busy, August to September slack). These fluctuations are in some cases due mainly to climatic conditions; in other cases to social arrangements; in most to a blend of the two causes.

13. Cyclical fluctuations of industrial activity are reflected in nearly every branch of social statistics: bank rate, foreign trade, unemployment, pauperism, marriage rate, consumption of alcohol, formation of joint stock companies, wages, prices. 1862, 1868, 1879, 1886, 1894, 1904-5 are marked out by the agreement of nearly all these records as years of exceptional depression, affecting some trades more than others, but nearly all in some measure, at about the same time.

14. The “general unemployed percentage” gives very little evidence as to the total number of the unemployed. Its weakness in this respect is illustrated by the following table comparing for the principal industries the depressions of 1893 and 1904, and showing how impossible it is from the general percentage alone to estimate their relative depths. The table shows also the wider incidence of the depression of 1904, and its specially serious character for districts in which, as in London, the building and furnishing trades are strongly represented.

THE UNEMPLOYED PERCENTAGE, 1893-1904.

United Kingdom.

Census Group.		1893			1904		
		Trade Union Unemployed per cent.	Occupied Males 1891 in thousands.	Unemployed in thousands.	Trade Union Unemployed per cent.	Occupied Males 1901 in thousands.	Unemployed in thousands.
				*			*
x.	Metals, machines, etc. (less coachbuilders and dealers).	11·4	995	113·4	8·4	1,266	106·3
vii.	Building and construction.	3·8	953	36·2	7·6	1,333	101·3
xiii.	Wood furniture, etc., (plus coachbuilders).	4·3	286	12·3	6·8	364	24·8
xvii.	Paper, prints, etc., (less paper manufacture).	4·1	167	6·8	4·7	197	9·3
	Totals - - -		2,401	168·7		3,160	241·7

* The figures in these columns are got by assuming the trade union unemployed percentage in each group to apply to all the occupied males in that group.

Fluctuations of industry; comparison of seasonal and cyclical depressions.

Busy seasons in certain trades.

Cyclical fluctuations widely reflected.

Value of the “general unemployed percentage.”

For these four groups of trades, covering in 1893 75 per cent., in 1904 66 per cent. of all the men included in the union returns, the unemployed percentage, upon the basis of the actual trade union returns, is 8·4 in 1893; 7·6 in 1904. Upon the basis of the census figures given above, is 7·0 in 1893; 7·6 in 1904. The "general unemployed percentage" is 7·5 in 1893; 6·5 in 1904.

15. The "general unemployed percentage" may,

however, be fairly used to suggest the magnitude of the problem in relation to any possible measures of direct relief. A rise of 1 per cent. in the general unemployed percentage means 6,000 more unemployed in the 600,000 trade unionists covered by the returns, so that this rise continued through a year means 312,000 additional man-weeks of unemployment. From this point of view the recent depression of trade works out as follows:—

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THE RECENT TRADE DEPRESSION.

Man-Weeks of Unemployment represented by Unemployed Percentage on basis of 600,000 Trade Unionists.

(1 per cent. = 6,000 = 312,000 man-weeks a year.

Year.	Average Unemployment Percentage.	Man-Weeks of Unemployment.	Above 10-year Average (40).	Man-Weeks of Unemployment greater than Average.	Above Best Years (2·5).	Man-Weeks of Unemployment above Best Years.
1902	4·4	1,372,800	·4	124,800	1·9	592,800
1903	5·1	1,591,200	1·1	343,200	2·6	811,200
1904	6·5	2,028,000	2·5	780,000	4·0	1,248,000
1905	5·4	1,684,800	1·4	436,800	2·9	904,800
1906	4·1	1,279,200	·1	31,200	1·6	499,200
		7,956,000		1,716,000		4,056,000

If attention be confined to the three years 1903-5 as the time of most definite depression, the loss in man-weeks of employment due to the depression is 1,560,000 as compared with the average, and 2,964,000 as compared with the best years, roughly 1,500,000 to 3,000,000 respectively for a total working population of 600,000, i.e., two and a half weeks and five weeks per man, respectively, in the three years. If this proportion be carried out over the six census trade groups of mining (ix), metals (x), building (xii), furnishing (xiii), printing and paper (xvii), textiles (xviii), it gives for an estimated total of 5,000,000* males occupied in the trades directly and largely represented in the unemployed percentage, a loss, in three years of trade depression, of nearly 25,000,000 man-weeks of employment over and above what would have been the normal leakage in good times, viz., 20,000,000 man-weeks. There remain outside the following groups: transport, agriculture, precious metals, brick, glass, etc., leather, etc., dress, food, gas and water, and general, with an occupied male population of nearly 7,000,000.

16. The effect of trade depression in London alone is illustrated in another way in the following table, which compares for the principal trade unions making returns to the Board of Trade, the six months, December, 1899, to May, 1900 (winter in a prosperous time), with the six months, December, 1904, to May, 1905 (winter in a time of cyclical depression). Except for the inclusion of various metal trades in the first period, the occupations compared are substantially the same in both tables. The broad result of the comparison is that in the first period of six months the loss of employment was 40,700 man-weeks among 58,700 members (just over two-thirds of a week per man); in the second period of six months the loss was 76,300 man-weeks among 47,400 members (just under one and two-thirds of a week per man). The corresponding figures for the six months December, 1905, to May, 1906, are 68,900 man-weeks lost among 46,700 members (one and a half weeks per man).

* The number in 1901 was 4,772,000.

LONDON AND DISTRICT.

Trade Unionists Unemployed in certain Industries.

(From the Labour Gazette.)

I. December, 1899—May, 1900.

Industry.	Membership of Unions reporting.	Average Unemployed Percentage.	Average number Unemployed through Period.	Man—Weeks of Unemployment.
Building - - - - -	12,700	·8	102	2,652
Metal, engineering and ships -	22,000	2·4	528	13,728
Printing and bookbinding - -	24,000	3·9	936	24,336
	58,700	2·7	1,566	40,716

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II. December, 1904—May, 1905.

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Industry.	Membership of Unions reporting.	Average Unem- ployed Percentage.	Average number Unemployed through Period.	Man—Weeks of Unemployment.
Carpenters and joiners - -	7,000	9·3	651	16,926
Plumbers - - - -	1,100	13·4	147	3,822
Engineering - - - -	12,300	4·4	541	14,066
Shipbuilding- - - -	4,300	9·8	421	10,946
Printing - - - -	19,000	4·9	931	24,206
Bookbinding - - - -	3,700	6·6	244	6,344
	47,400	6·2	2,935	76,310

Relation of
personal de-
fects to
unemploy-
ment.

17. Defects of a personal character, whether physical, mental or moral, are at the present time not so much a primary cause of unemployment as (a) factors determining upon which of many individuals the burden of industrial dislocations shall fall; (b) themselves the natural product of conditions of employment either actively demoralising or giving bad tendencies full play. An exception to the first part of this statement is formed by the comparatively small class of the utterly "unemployable" to be found for the most part living a vagrant life in casual wards and shelters. The bulk of the applicants to distress committees are removed both from this extreme and from that of the first-rate steady workman. They are in various ways untrained or inferior, not impossible.

Character of
bulk of
applicants to
distress
committees.

Persons par-
ticularly
affected by
under-
employment.
Sources of
supply of
casual labour.

18. Under-employment naturally falls upon the weaker members of each trade and of society as a whole. The casual occupations and the casual fringe at the bottom of nearly all occupations are recruited from :—

(a) Those who at any time in any occupation have been in urgent temporary difficulties.

(b) Those who have failed in regular life—whether through their misfortune or their fault.

(c) Those who have never fairly started in life—the boys who on leaving school take to some "blind-alley" occupation which throws them out untaught, resourceless, and very nearly useless four or five years later.

Industrial
training of
boys and
girls.

An organised effort is now being made through "Apprenticeship and Skilled Employment Agencies" to promote the entry of boys and girls into permanent and skilled rather than into uneducative temporary occupations. Such efforts have great value for the individual and as the assertion of a principle in regard to boy and girl employment. They cannot seriously diminish the supply of labourers to the casual occupations. Casual employment makes its own supply of labour in this generation and the next. On the one hand it acts as a trap to catch all the temporarily distressed and turn them into the chronically distressed. To cut off the supply of unskilled labourers it would be necessary to secure not only that every one learnt some trade, but that every trade was uniformly prosperous. On the other hand, casual employment, by maintaining a large number of families in chronic poverty, forces their elder children into the first

and best-paid job that offers, irrespective of the future. The casual labourers of to-day are largely the children of the casual labourers of yesterday.

19. If the casual employment of adults were directly due to the uneducative "blind-alley" employment of boys, i.e., if the casual occupations were predominantly recruited direct from the youths who had been taught nothing between fourteen and twenty, then the age distribution in the casual occupations would correspond to that of the normal self-contained population. There would be a smaller number at each successive year of age after twenty or twenty-five, because those at each year would represent the survivors of those who a year before had been at the preceding year of age. In England and Wales for every 100 occupied males per year of age between twenty and twenty-five, there are on an average eighty-four at each year between twenty-five and thirty-five; sixty-six at each year between thirty-five and forty-five; forty-seven at each year between forty-five and fifty-five, and twenty-eight at each year between fifty-five and sixty-five. In London the corresponding figures are substantially the same, though showing both the influence of the rural invasion in the group twenty-five to thirty-five, and the lower expectation of life in the later groups. The age distribution in the typical casual occupations is in the strongest possible contrast to the general distribution for England and Wales and for London. A very large proportion of those engaged in them at the later ages must have come from other occupations and can be in no sense the survivors of those already in the occupation in former years. For every 100 dock and river-side labourers per year of age from twenty to twenty-five there are not 84, but 122 per year from twenty-five to thirty-five. In other words, there are at the later age nearly half as many dock labourers again as would have been the case had the occupation been recruited solely from those driven to enter it at twenty. The period thirty-five to forty-five witnesses a fresh invasion. There is among dock labourers at those ages an excess of 33 per cent. in regard to those at ages twenty-five to thirty-five, and of more than 100 per cent. in regard to those at ages twenty to twenty-five. The residuary character of the occupation could not be more clearly shown. The age distribution of general labourers and of unemployed applicants is marked by substantially the same pecu-
liarities.

How far boy
labour is
cause of
casual
employment :
age-distri-
bution in
casual trades
and inference
to be drawn
therefrom

THE RESIDUARY OCCUPATIONS.

Age Distribution of Labourers and Unemployed in London 1901 (per year of age).

Age.	Occupied Males (England and Wales).	Occupied Males (London).	Riverside Labour.	General Labour.	Builders' Labourers.	Stepney Unemployed, 1905-6.
15-20 - - - -	103	90	49	77	64	22
20-25 - - - -	100	100	100	100	100	100
25-35 - - - -	84	87	122	94	110	158
35-45 - - - -	66	66	126	83	118	152
45-55 - - - -	47	45	94	59	81	113
55-65 - - - -	28	25	45	31	37	51

Examination of individual records of applicants to Stepney Distress Committee, and bearing thereof on question of industrial training of boys.

20. The evidence of the census statistics is fully borne out by the records of individual men. Of 135 unemployed applicants classed by the Stepney Distress Committee as now casuals, fifty-seven are known to have had regular employment of some sort, in nearly all cases for a year at least, since reaching manhood, and twenty-eight more are known to have had a long intermittent connection with one firm. The fifty-seven include many men of long unblemished records first thrown into temporary difficulties by special causes, such as the bankruptcy of their employers or by slackness of trade, and a smaller number who lost regular situations through grave or slight faults after years of satisfactory service. The twenty-eight of the second class include men whose work from being sufficient, though not regular, has through advancing age or slackness or some special cause become definitely insufficient. Both classes show casual employment, *i.e.*, under-employment, resulting in no sense from uneducative occupation in youth, but from industrial conditions affecting manhood. Striking individual instances are far from uncommon of men brought up in some typically "bad" boy's occupation (vanguard or printer's labourer), driven to find new work at manhood, finding it and giving satisfaction for many years in a regular position, and then at last falling out through an illness or a bankruptcy to become casual for the rest of their lives. The same set of casuals reveals several cases of boys originally apprenticed to trades: cigar-box making, brass polishing, cigar making, carpentering, and printing (the last-named being clearly a bad character). On the other hand, as to thirty-two of the 135 there is evidence that they had never had any regular civilian employment since the age of twenty, while as to the remaining eighteen there is no record of any such employment. There were examined in addition the cases of fifty-six applicants under twenty-five at a loose end. Here there were undoubtedly a good many cases of youths forced out of their boys' employment at eighteen or nineteen "to better themselves," and there are a certain number showing great instability of character to which the nature of their boys' employment may have contributed. The main conclusions suggested by these cases are:—First, that if the general problem, not the saving of an individual here and there, be considered, the conditions of adult employment are more important than those of boys' employment. The defect of the unemployed is less positive acquired wickedness than life-long pliability for good as for evil. Second, that the instability of industrial conditions now renders it less important to give individuals specialised training than to give them adaptability *plus* the machinery (labour exchanges) for facilitating transference from one labour market to another.

21. Permanent changes of industrial conditions are in their incidence very nearly unaffected by questions of personal character. Indeed, the more continuously a man has been with one employer or in one trade the less able is he to find other openings in unfamiliar fields. There is an art in living casually.

22. Fluctuations of industrial activity are in their incidence enormously affected by considerations of personal character. Industrial forces decide that at particular seasons or in particular years a certain number of workpeople shall be idle; personal considerations decide which individuals shall be thrown out. Every employer shortening lands at slack seasons retains the better workmen and dismisses the worst.

23. Personal character, therefore, while it largely decides the fate of individuals, is only a secondary factor in the problem of unemployment. Questions of character are all important in applying remedies to the individual case—work or relief or emigration or training. To deal with the unemployed as if they were likely on the whole to attain the same standard of ability and industry as the general population is to court disaster. But questions of character have hardly any bearing upon the other class of remedies—those which are matters of organisation—and no reliance upon improvement of character dispenses with the need for such remedies.

REMEDIES FOR DISTRESS DUE TO UNEMPLOYMENT.

24. The first part of the following statement deals with the administration of special relief funds and of the Unemployed Workmen Act in London from November, 1903, to the present time, in relation to the industrial conditions of the time (Secs. 25–50). It begins with a table showing the course of the recent trade depression in London. The second part indicates the new developments which appeared to be required, as the result of the experience recorded in the first part (Secs. 51–76).

(i) LONDON RELIEF FUNDS, 1903–7.

25. The following table indicates broadly the industrial position which authorities dealing with the unemployed in London have had to face during the past few years. Special attention is called to:—

(i) The steady movement of increase (1900 to 1904) and decrease (1905 to present time) shown by the general figures for the whole country.

(ii) The broad reflection of this movement in London subject to a very considerable delay in the period of recovery, appearing in printing and shipbuilding (where the worst time falls in 1905), but most marked in the building trades (where the unemployed percentage still remains extremely high and little lower than in the worst times of all).

THE RECENT TRADE DEPRESSION IN LONDON.
(Compiled from *Labour Gazette*.)

Year.	General Unemployed Percentage (United Kingdom).	Unemployed Percentages in London and District.					Daily numbers employed in London Dock and Riverside Labour.
		Carpenters and Joiners.	Plumbers.	Engineering Trades.	Ship-building.	Printing Trades.	
1900	2.9	2.0		2.0†		4.2‡	15,530
1901	3.8	3.2*	7.3*	2.9†		4.5‡	16,454
1902	4.4	4.4	8.6	4.3	7.8	4.8	14,716
1903	5.1	5.3	9.8	3.9	8.0	4.7	13,489
1904	6.5	7.7	10.7	4.6	11.0	4.8	12,988
1905	5.4	8.6	12.5	4.2	11.6	5.4	[12,078]§
1906	4.1	8.3	12.9	3.1	9.8	4.8	[11,947]§
1907¶	—	—	—	—	—	—	—

* Eight months, May–December, 1901, only.

† Includes, besides engineering and shipbuilding, certain metal trades. The corresponding figure for the whole group in 1902 is 4.9 (lying between the 4.3 and 7.8 of engineering and shipbuilding respectively).

‡ Includes bookbinding as well as printing. The corresponding figure for the whole group in 1902 is 4.9 (practically the same as the 4.8 given by printing alone).

§ These figures are not strictly comparable with those for previous years, but sufficiently indicate the continued depression in riverside labour.

¶ The figures for the first five months of the present year are as follows:—General Unemployed percentage, 3.6 as against 4.0 in the corresponding period of 1906; carpenters and joiners, 8.1 (as against 8.6); plumbers, 11.8 (as against 14.8); engineering, 3.9 (as against 2.9); shipbuilding, 9.8 (as against 9.8); printing, 3.4 (as against 4.5). As will be seen in all cases, except engineering and shipbuilding, where trade had already returned to fair prosperity there is a distinct improvement between 1906 and 1907.

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Relation between permanent changes of industrial conditions and personal character.

Relation between fluctuations of industry and personal character.

How far personal character must be considered in dealing with the unemployed.

Industrial conditions in London from 1900 to 1907.

Mr. William H. Beveridge. 26. The Mansion House Fund, 1903-4, was started as the result of a letter appearing in the London papers on November 25th, 1903, and signed by the Bishop of Stepney and others. By means of this fund—administered by a voluntary executive committee and amounting to about £4,000—relief work was provided at Osea Island and at Hadleigh to 467 heads of families (2,500 persons), resident in the four East End boroughs of Stepney, Poplar, Bethnal Green and Shoreditch. The men were sent down to the work, where they received board, lodging and pocket money, returning only at stated intervals to see their families and look for ordinary employment. Their wives received in London allowances varying with the number of dependent children. This separation from home and London was advocated in the letter of November 25th as “a real test of need and of manful purpose,” making relief work less attractive than ordinary work, without making it either dishonourable or irregular. This is the essence of the “colony” system of relief works.

Principles applied in administration of Mansion House Fund, 1903-4.

27. The administration of the fund of 1903-4 embodied several important principles disregarded in most previous schemes of emergency relief. Work was given, not money. Regular work, continued while the fund lasted, to each individual so long as he behaved well, was given in place of doles of irregular work. The necessity of making relief less attractive than industry was recognised. After the first few weeks the cases of all applicants for assistance were investigated as fully as possible and selection was made of those who, appearing to have had regular work in the past, would be most likely to recover regular work when trade improved in the future. The scheme of 1903-4 is thus noticeable: (i) as the first application of the “colony” system; (ii) as a first attempt to deal scientifically with the specific evil of cyclical trade fluctuation and to make temporary relief work a means of permanent help by tiding men over a period of exceptional depression.

Results and lesson of Mansion House Fund, 1903-4.

28. At the end of July, 1904, an enquiry was made as to the then condition of as many as possible of the men assisted. Seventy-two, or 26 per cent., were returned as having “obtained more or less regular employment according to the nature of their occupation;” 102, or 36 per cent., as having obtained casual or irregular employment (one month or so in four or five); 107, or 38 per cent., as having been out of employment ever since leaving the relief works in February or March, or having had a few days’ or weeks’ work, and as still out of employment. Seventy-five had removed without trace, while fifteen had been emigrated. Of the men assisted in one of the boroughs (Stepney), nearly 50 per cent. are known to have applied again for relief work in the winter of 1904-5. Among the remainder, some had died, some had emigrated, some had moved to other districts in London. Hardly one case of permanent recovery of work during 1904 is known. The main effect of the Mansion House Fund, 1903-4, was to demonstrate the magnitude of the problem to be solved.

London Unemployed Fund, 1904-5.

29. The London Unemployed Fund, 1904-5, had its origin in the proposals laid before a conference of Metropolitan guardians by Mr. Long, then President of the Local Government Board. Its machinery and working have been fully described in an official report. The main facts are:—

Total number of applicants to twenty-eight joint committees -	45,996
Number provided with work by the central committee (to September 30th, 1905) -	3,496
Total expenditure (less £5,594 distributed in grants to borough councils for work not included above) -	£46,926
Average period of employment -	-8 weeks.

Roughly speaking, one-third of the men assisted were employed in London itself; one-third at Long Grove Asylum (to which they travelled daily by special train); one-third on the colony system at Hadleigh, Garden City, and the farm colony at Hollesley Bay, leased by the committee from Mr. Fels, and now purchased by the Central (Unemployed) Body. In addition, during the winter 1904-5 up to March 31st, over £110,000 was spent by Metropolitan borough councils in providing relief work themselves.

30. Of the 3,496 men, selected from nearly 46,000 Numbers, applicants, for relief under a scheme intended mainly, occupations and character if not solely, for “genuine workmen usually in regular work,” 55 per cent. were returned as “general labourers,” of men and 20 per cent. as in the building trade (three-quarters relieved under London Unemployed Fund, 1904-5. A very large proportion of the remainder were labourers attached to other trades, or were low skilled and irregular workmen connected with transport. Certain joint committees, moreover, even while recommending men were quite unable to satisfy themselves that the men came within either the spirit or the letter of the scheme. The Finsbury committee, which helped 255 out of 1,080 applicants investigated, states that only sixty-six out of the 255 could be fairly described as “genuine workmen usually in regular work.” The remainder were “decent people enough, but seasonal workers intermittently employed, and would be in a similar position next winter.” The Stepney committee was able to give work to 190, and to offer it to fifty-six more, selected out of 1,300 applicants, with a searching preference for men of regular or skilled occupations. The committee was unable to find for the purpose more than 111, who had either been skilled workmen or in regular jobs within the past five years and had lost them through no fault of their own. The rest of the 246 included 100 men normally in casual employment, and twenty-seven men who had lost jobs through personal faults, slight or serious. Thirty-one per cent. of these selected applicants were living in one room, and 43 per cent. in two rooms. Seventy per cent. were living in crowded conditions (more than two to a room). Less than 10 per cent. of the selected men, and less than $\frac{1}{2}$ per cent. of the men of whom the question was asked, were members of trade unions or provident societies.

31. The Unemployed Workmen Act, 1905, followed upon Mr. Long’s scheme. The main facts of working given in round numbers because the figures are not throughout strictly comparable):—

	Winter of 1905-6.	Winter of 1906-7.
Total applicants registered by 29 distress committees up to March 31st.	40,000	28,000
Applicants investigated	35,000	20,000
Applicants held ineligible or unsuitable.	6,000	—
Individual men given work.	5,086	3,560
Number of these on relief work (<i>i.e.</i> excluding Hollesley Bay).	4,430	2,775
Average period of employment (in weeks).		
1. On relief work	6·0	7·8
2. At Hollesley Bay	8·8	10·3
Maximum number employed at any one time.	3,471	1,600

32. Comment upon the administration of the Unemployed Workmen Act in London falls naturally into the following divisions:—

- (i) The provision of temporary relief work: (a) in or near London; (b) at colonies other than Hollesley Bay (Secs. 33-39).
- (ii) The other branches of the Act: emigration (Sec. 47); employment exchanges (Sec. 41); training colony at Hollesley Bay (Sec. 49).
- (iii) The machinery of the Act (Secs. 42-45).
- (iv) General conclusions (Secs. 46-50).

33. The provision of temporary relief work under the Unemployed Workmen Act must be regarded as a failure relief under in so far as the work in question has been provided neither the Un- to the persons contemplated by the Act (workmen employed Workmen Act. exceptionally distressed), nor so as to achieve the purpose contemplated by the Act (restoration to regular employment), nor in substantial accordance with the principles

of the Act as interpreted by the Local Government Board (that relief work should be, for those taking it, less eligible than independence).

34. The only persons who may be directly assisted under the Unemployed Workmen Act are those falling within the description in Sec. 1, Sub-sec. 3 of an "applicant honestly desirous of obtaining work, but temporarily unable to do so from exceptional causes over which he has no control." The great bulk alike of those who have applied for assistance and of those who have received assistance under the Act in London have not really fallen within this description. They have been labourers or low-skilled workmen with whom distress was neither exceptional nor temporary. The Stepney Distress Committee, who took special care both in regard to investigation and classification, found among their 1,710 applicants only ninety-seven with a recent record of regular employment, and 155 with a recent record of fairly regular employment. The committee, after offering work to every one of these, and to forty-eight "special cases of various sorts," had thereafter to fill a good many vacancies from among casual workmen or from men who had lost employment, through slight personal fault. In 1906-7 the same committee, after exhausting all its preference cases (179), had to offer work to seventy-four men classed either as "casual, with some record of employment," or as "having lost their jobs through some slight fault." The preliminary report of the Central Body to May 12th, 1906, calls special attention to "the great majority of the applicants for work who have belonged to the unskilled labouring class and the large number out of these who have been casual workers." In regard to the works other than on the colony system, it is estimated "as the result of constant observation, that perhaps about 20 per cent. may at one time have been efficient workmen." A special enquiry in June, 1906, showed that about 50 per cent. of the applicants registered in the preceding winter were still unemployed. Over 80 per cent. alike of those who applied for, and those who received, assistance were engaged in general labouring, in transport or in the building trade.

35. The purpose of the assistance to be given (otherwise than by way of emigration) is laid down in Sec. 1, Sub-sec. 5. The assistance is to be "temporary work," so conducted as to put the applicant "in a position to obtain regular work or other means of supporting himself." This purpose has not, so far at least as the relief works are concerned, been carried out, because the unemployed applicants, being for the most part irregular workmen before applying, simply returned to the same state after being assisted. There was no further shore of good employment to which they could be tided over. A special enquiry by the Stepney Distress Committee in regard to those who had been given work in 1905-6, showed that out of those who could be traced, 46 per cent. were in July, 1906, still out of work, with, in most cases, no prospect of obtaining it, 23 per cent. were in casual work, 31 per cent. were in "fairly permanent work" (a description including jobs of a few weeks or for the summer only). Comparing their position with that in former years, 13 per cent. reported themselves as better off, 35 per cent. as neither better nor worse off, 52 per cent. as worse off than before. Of the 1,412 applicants to the Stepney Distress Committee in 1905-6, who were not assisted either by work or by emigration, 292 or just over 20 per cent. applied again in 1906-7. Of the 278 applicants who were given work by the same committee in 1905-6 (excluding men subsequently emigrated or retained indefinitely at Hollesley Bay), 124 or 45.3 per cent. applied again to the same Committee in 1906-7. In other words, the proportion of re-applications is more than twice as great amongst those assisted by the Central Body ("in such manner as they think best calculated to put him (the applicant) in a position to obtain regular work or other means of supporting himself"), as it is amongst those not so assisted.

36. By Art. V. (1) (f) and (g) the "total remuneration" of any person assisted "for any given period of continuous work shall be less than that which would, under ordinary circumstances, be earned by any unskilled labourer for continuous work." This regulation has been formally adhered to, in regard to the men employed in London and its neighbourhood, by paying them the full hourly rate of wages for competent labour (6d. or 7d.), but letting

them work for something short of the full number of hours each week. The principle which the regulation appears to embody—that assistance should be less attractive than independence—has not received and could not receive effect, because the persons assisted have seldom been persons used to regular work or earnings.

37. On the "colonies" at Garden City, Farnbridge, and Osea Island, to which the regulation also formally applies, the object of the regulation was thought to be secured in another way, viz., by the removal from London to unfamiliar surroundings, and the deprivation of money wages. Work on this system is undoubtedly unattractive at first sight, i.e., it is refused without trial by men who would go readily to relief work in the London parks. Upon those who do try it, the effect rapidly wears off and substantially disappears. The surroundings become familiar instead of unfamiliar. The food and accommodation are necessarily on a high scale: a public body which pays in kind cannot afford to risk grumbling and is really bound to give the men better than what they would provide for themselves. The men are not in practice deprived of the use of money, and, through it, of alcohol. A certain proportion of the allowances to the families constantly finds its way to the husband at the colony. Further, the colonies do not escape, and probably cannot escape, the grave dangers of all institutional treatment. Life there becomes gradually a life absolutely without responsibility or thought. The man does such day's work as the Central Body can exact. The Central Body takes his family off his hands, and provides him with board, furnished lodging, boots, railway tickets, clothes, notepaper, legal advice, medical advice, games, papers, and pocket-money. Where the element of training is strong—as at Hollesley Bay—this evil of making men children again may be counteracted. At the ordinary relief colony as now administered, it probably outweighs the advantage of the "test."

38. The failure of the Unemployed Workmen Act on its relief side to accomplish the objects contemplated is not due to defects of mechanism (though there are obvious defects) nor to inefficient administration. The Act on this side has failed, and was foredoomed to fail, simply because it was founded on a misconception of the problem. The class of men contemplated by the Act, men temporarily unable to obtain employment through exceptional causes beyond their control, has not been forthcoming in numbers sufficient to fill even the 3,000 to 4,000 vacancies provided. An altogether different class of men, the normally under-employed, has flooded the registers ten times over.

39. Moreover, the Act, as a measure against exceptional depression of trade, is not to be condemned as uncalled for. The trade fluctuation shown by the *Labour Gazette* returns is a reality. (Sec. 25). The experience of distress committees has proved simply:—

(1) That the effects of trade fluctuation are at present hopelessly complicated by those of normal under-employment. The "general labourer" may be a little worse off in a bad year than in a good year, but he is always so insufficiently employed that classification breaks down and "tiding over" becomes a mockery.

(2) That the depression due to cyclical fluctuation, being a matter of years, not months, outlasts any temporary relief works.

The alternative to the Act, even on its relief side, is not to do nothing, but to discover the right line of attack upon the very real problem of cyclical fluctuation of industrial activity.

40. Apart from the provision of temporary relief work, the Unemployed Workmen Act, as administered in London, includes as secondary objects, emigration, the training colony at Hollesley Bay, and employment exchanges. Only the third of these is described at any length here. The following memorandum, dated June, 1907, gives the outlines of the system of Metropolitan employment exchanges established by the Central Body.

41. There are at the present time maintained by the Central (Unemployed) Body for London, under power given by Sec. 1, Sub-sec. 4, of the Unemployed Workmen Act, twenty-five local employment exchanges, together with a central employment exchange. Nine of these

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General conditions of life at the "colonies."

Cause of failure of the Act on its relief side to accomplish the objects contemplated.

What the experience of distress committees proves as to trade fluctuations.

Secondary objects of the Unemployed Workmen Act.

Metropolitan employment exchanges.

Mr. William H. Beveridge. local exchanges have succeeded to labour bureaux formerly maintained by borough councils. Sixteen are in districts hitherto without any bureau or exchange. The system covers the whole of the county of London (with the exception of the city of Westminster, in which there is a labour bureau maintained by the city council), and was necessarily established very gradually. It was not till January of the present year that the whole of the twenty-five local exchanges were open and at work.

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Metropolitan employment exchanges.

Local Exchanges.—The object of these exchanges is to put into immediate communication employers seeking workpeople, and workpeople seeking employment. Any person resident in the district covered by an exchange—generally identical with one of the Metropolitan boroughs—may register there in person, recording his name, age, and address, the character of work which he requires, and his qualifications for such work. Registration holds good for one week. Unless at the end of that time the registration is renewed it is regarded as withdrawn, and the record card is removed from the “live” to the “dead” register. It is, of course, open at any time afterwards to a previous applicant to register again. The statistics published include such fresh registrations, but do not include renewals. The “live” register of the exchange from which vacancies are in the first instance filled, consists therefore always of the record cards of those who have registered or renewed registration within the past six working days. Employers requiring workpeople may notify their requirements by personal call, post, or telephone. All classes of workpeople are dealt with, except indoor domestic servants, women being registered at different hours from men. The staff at each local exchange consists of a superintendent and a junior, and the duties of the former specifically include the approaching of employers by letter and personal call to make known the facilities offered.

Central Exchange.—Each exchange makes up and sends to the central exchange every evening a form showing the occupations of all persons registered that day, and notifies also any vacancies for employment for which no suitable applicant is to be found on its local register. The central exchange, having all the returns before it, acts as a clearing house, arranging for men to be sent to such situations from any other district in which they are registered. The central exchange, it is hoped, will also act in the future, as the means of communication with the country outside London. All the exchanges are in telephonic communication. Any man registering at one exchange gets the chance of hearing of a job to suit him wherever it may be notified in London, and cannot be filled locally. Any employer notifying a vacancy gets the chance of obtaining a suitable workman from another district if none is available in his own. No fees are charged to men unemployed or under notice of dismissal.

Separation from Relief Work.—The system is under the direct control of the Central Body, as a branch of its work, in offices, staff, and management altogether distinct from and additional to the organisation of Metropolitan distress committees for the selection of unemployed applicants for relief work. The principle of this separation was laid down in the report upon which the Central Body first decided to exercise its powers for the establishment of employment exchanges (March, 1905), and has been often repeated by the Central Body since that time. It was felt that the exchanges would never attract either employers or capable workmen so long as they were closely identified with any avenue to relief work. It is part of this distinction that applicants at the exchanges are required to give details only as to their industrial capacity, and not also as to the size of their families, distress or thrift.

Local Advisory Committees.—With a view to securing the requisite local knowledge and local interest in fitting each exchange to the needs of its district, it is proposed to form for each exchange, under a scheme passed by the Central Body on December 7th, 1906, a local advisory committee, appointed partly by the borough council, partly by the Central Body, and including representatives of employers and employed. The number of such committees already formed is seventeen.

Summary Statistics.—The number of registrations (apart from renewals) between August 20th, 1906, and May 31st, 1907 (nine and a half months), has been 74,389. The number of situations filled during the same period has been 11,134 (8,714 males, 2,418 females)

The number of registrations (apart from renewals) during the first five months of the present year—during which alone the whole twenty-five local exchanges have been open—has been 40,318. The number of situations filled during the same time has been 7,506 (5,775 males, 1,731 females), giving an average of 1,500 a month.

As already indicated, the number of registrations (even apart from renewals) does not correspond to the number of separate individuals, since a man re-appearing at an interval of a month has to register afresh, and counts again.

42. The machinery of the Unemployed Workmen Act (in London) is cumbersome, costly, in part unnecessary, and in part an absolute barrier to efficient working.

43. The existence of the Metropolitan distress committees as public authorities prior to and independent of the Central Body which they constitute by delegation, weakens the latter, causes much unnecessary expense and makes uniformity of registration, investigation, and selection of applicants for assistance impossible. Three indications of this will be sufficient:—

(a) The proportion of registered cases adjudged after inquiry to be ineligible or unsuitable for treatment under the Act during the winter 1905–6, varied from 1 per cent. in Battersea, and 5 per cent. in Hackney, to 33 per cent. in Poplar, and 75 per cent. in Stepney.

(b) The responsible emigration societies co-operating with the Central Body re-investigate all the cases submitted by distress committees before accepting them.

(c) The Central Body, in apportioning the benefits of its funds, has neither in 1905–6 nor in 1906–7 felt able to base its decision on the numbers and quality of applicants registered by distress committees, but has gone upon an abstract principle based upon census figures and other general indications of poverty.

The Metropolitan distress committees, having now no duties or powers beyond those of registering eight times, and recommending for assistance five or six times as many applicants as have the least chance of being assisted, serve no purpose that would not be better served by officials under the direct control of the Central Body, advised, if need be, by local consultative committees.

44. The members of the Distress Committees and of the Central Body are chosen either expressly or actually on the ground of their knowledge of poverty. This is no qualification for the work they are actually required to do—in managing large contracts for excavation, road-making, or sea-walling. Left without advice or assistance by Government departments which could assist, they naturally buy their experience dear. Nor is knowledge or interest in poverty any qualification for the control of labour exchanges—which can only succeed if as industrial machinery they are managed after the German model by, or with the help of, representative employers and employees.

45. Up to May 25th, 1906, there were assisted by the Central Body, otherwise than by emigration, at Hollesley Bay or by employment exchanges, about 4,400 men for an average of six weeks each, at a cost of over £40,000. There took part in this work of assistance the following:—

Unpaid:		
Members of twenty-nine distress committees	- - - - -	645
Members of Central Unemployed Body, not on distress committees (out of a total membership of eighty-four)	- - - - -	16
Volunteers under distress committees (say)	- - - - -	250*
Paid:		
Staff of distress committees (about)	- - - - -	130
(This is for February 11th. So late as March 31st the number was eighty-six)		
Staff of Central Body (omitting four on account of emigration and Hollesley Bay)	- - - - -	16
Superintendents and staff of colonies other than Hollesley Bay and foreman at works (say)	- - - - -	100*
Total	- - - - -	1,157

* These figures are only estimates and the first especially may be excessive. In Stepney alone, however, the Distress Committee employed 70 volunteer workers.

Consideration of value of Unemployed Workmen Act.

46. For the purpose of a general conclusion as to its value, the Unemployed Workmen Act is best considered as a final effort to meet by the provision of temporary relief work, the difficulty occasioned by exceptional trade depression. During recent years the fact of cyclical fluctuation of commerce and industry has come to be more widely recognised. It has been felt that during a passing depression of trade, men hitherto industrious and competent, finding it impossible to obtain employment, may so deteriorate through idleness and privation, as to become unfit for employment by the time that returning prosperity brings them once more into demand; that temporary distress may thus lead naturally to permanent distress. It has been argued, therefore, that to provide temporary work in such cases may do permanent good by preventing deterioration or loss of self-respect and social value by resort to the Poor Law. A bridge of relief work might be constructed to carry men over the depression. It appears only necessary to take care:—

(a) That the bridge is used only by those whose past records show them to have been competent and industrious (investigate, classify, select).

(b) That the bridge, being costly, is not used unnecessarily or too long (relief work to be less "eligible" than ordinary work).

(c) That the bridge is long enough (continuous relief work, not doles).

Conclusions as to failure of Unemployed Workmen Act.

The conclusive effect of the Unemployed Workmen Act and of the preceding funds has been to break down this theory as a justification of relief works. The bridge cannot be confined to men previously in regular work, cannot be made less "eligible" than casual employment, cannot be made long enough. Their failure to deal with exceptional depression due to fluctuations of industrial activity (Secs. 11-16), leaves temporary relief works without any justification at all. In regard to normal under-employment (Secs. 6-9, 61), and to men permanently displaced by industrial changes (Sec. 10), they are worse than useless, because they immobilise instead of mobilising labour.

Emigration, its value and its limitations.

47. Among the branches of the work of the Central (Unemployed) Body other than the provision of temporary relief work for men or women, emigration has had at present the most positive results and is to be reckoned an indispensable safety valve. It is at present the cheapest and most certain way of giving real assistance to the individuals qualified for it. Where a particular industrial catastrophe has created a large local surplus of labour, emigration is now the simplest way of removing the surplus. Except to this extent it cannot be regarded as in any way a remedy for unemployment. Neither the employment exchanges nor the farm colony at Hollesley Bay can yet claim results commensurate with their cost. Neither can be dispensed with.

Present value of Hollesley Bay and of employment exchanges.

The future of employment exchanges: conditions necessary for their success.

48. The future of employment exchanges depends upon their complete dissociation from the direct relief of distress, and from any authority mainly concerned or identified by public opinion with such relief. They should become a piece of permanent industrial organisation under an authority of national scope (the Board of Trade) with so far as possible, expert management by representative employers and employed.

The future of farm colonies, two alternatives.

49. The farm colony has two possible futures. Either, it may become more definitely a technical school—a place of training to meet some specific well-assured demand, e.g., for farm labourers in Canada, or for foresters in this country. In that case the control of the school would pass naturally from a distress authority (interested mainly in men) to the authority dealing with the objects of the training given, e.g., to an Emigration Department or a Woods and Forests Department. Or, the colony may become more definitely a hospital for the physical and moral recuperation, in healthy surroundings and under strict as well as stimulating discipline, of men broken down through privation or vice. Such an institution, remaining under a distress authority (Poor Law or other), will be a necessary adjunct to any scheme of "de-casualisation," since this would in the first instance involve throwing a certain proportion of the least efficient or least reliable casual hands out of employment altogether (Secs. 68, 60).

Elements in the Unemployed Workmen Act worth retaining.

50. Some elements in the Unemployed Workmen Act may thus be continued or replaced on purely industrial lines (labour exchanges, schools of forestry, unemployed insurance); others, admittedly as relief for distress (hospital colony, modified workhouse test). The main prin-

ciple of the Act, which is to blur the line between independence and assistance, and to create hybrid authorities half-way between relief and industry, must be abandoned.

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(ii) PROPOSALS FOR THE FUTURE.

51. Consideration of the proper treatment of the unemployed problem in the future involves a fundamental distinction between measures of organisation and measures of individual assistance; between those whose object is to eliminate or to counteract causes of industrial dislocation, and those which prescribe a course of dealing with any and every able-bodied person in distress. Measures of the first class have to be based on analysis of the causes of unemployment. Measures of the second class should be based less upon a study of the causes of distress in the individual than upon certain working assumptions as to his needs. Any one individual commonly represents the concurrence of many causes of unemployment—industrial or personal. A riverside labourer in Wapping in February, 1905, would be suffering from chronic under-employment, seasonal depression, cyclical depression, a permanent change of industrial conditions (the removal of shipping to the lower docks), and probably also from physical or moral inferiority. On the other hand, any and every individual falls into one, and only one, of the following classes of needs:—

Main principle of the Act bad.

Principles essential to proper treatment of the unemployed problem.

(i) He needs merely to be tided over a temporary depression or misfortune in order to recover work at his present occupation. This whole process of tiding over must become more and more industrialised—in the way of insurance—and less and less a matter of relief.

(ii) He needs to be changed by discipline and training for a new life, either: (a) because he has become unfit (illness, privation, idleness, bad habits); or (b) because that for which he is fit is no longer required (change of industrial methods).

(iii) He needs to be changed, but probably cannot be changed (incurably defective or idle), and must therefore be kept from doing harm, in hospitals, asylums, penal colonies, and the like.

This being the basis of discrimination, the process of discrimination should, so far as possible, be by actual trial. An indefinite stay in (i) must be made impossible; if the applicant does not recover employment it is clearly because he is either in (ii) (a) or in (ii) (b). Which of these he belongs to is again determined by trial. Eventually he either recovers independence or is passed into (iii) as too bad, too old, or too defective to learn a new mode of life. Treatment in this way clearly requires that there should be only one distress authority, receiving and discriminating between all applications from the able-bodied, not as at present, two—the guardians and the distress committees. Except for the above general suggestion—arising out of experience of unemployed individuals—the present statement is confined wholly to the first class of measures—those which are matters of organisation.

52. The first step in the solution of the unemployed problem must be the organisation of the labour market by a national system of labour bureaux or exchanges. The proposed organisation has to be considered in respect of its *principles, methods, effects, and practicability*.

Necessity of national system of labour exchanges for the organisation of the labour market.

53. The ultimate *principles* of this organisation should be:—

(i) By making the supply of labour in any trade perfectly fluid over the whole area of the trade, to secure that the existing supply shall be drawn upon and exhausted before any fresh men find room or a demand for them to enter the trade. The effect of this would be to cause the recruiting of each trade in accordance with its total needs and not in accordance with local accidents.

Principles of this organisation: fluidity of labour.

(2) By making employment reasonably continuous under a group of similar employers (wherever it cannot be continuous under one of them alone), gradually to cut off all opportunities for living by irregular labour in a state of under-employment. The ideal effect of this would be to replace every 1,000 men now normally working on an average three days a week by 500 men working six days a week. The possibility of doing this depends upon the fact that separate undertakings employing similar classes of labour, though they may be to some extent affected

continuity of employment.

Mr. William
H. Beveridge.

14 Oct. 1907.

Many possible
methods of
organisation
of labour
market.

Trade Union
registries.

Public labour
exchanges.

Decasualisa-
tion of work
at London
and India
docks.

Effects of
organisation
of labour
market.

(1) temporary
effects.

(2) permanent
effects.

Regularisa-
tion of
labour as
compared
with other
remedies for
unemploy-
ment.

Evil effects
of casual
labour
on the
individual.

by general events (*e.g.*, seasons or trade changes) are to some extent also affected by events peculiar to each, so that one grows busy while another grows slack, one is dismissing men while another is taking them on, one needs ten more men to-day than to-morrow, another needs ten more men to-morrow than to-day. This point is further developed in a pamphlet on "Employment Exchanges" (dated June, 1907), which I submit as part of my statement. (Sec. Q. 77833.)

54. The *methods* of this organisation may, as a practical matter, be of many types. It is unnecessary and undesirable to insist upon any one method, for all trades organised or disorganised, regular or casual.

55. Trade Union Registries.—These, in a more or less formal way, do much of the work of organisation (Principle (i)), for their own membership and through that for their trades. The barrier to their extension so as to cover the whole field is simply the barrier to the extension of trade unionism—that under-employment develops a type demoralised by its conditions, and apparently incapable of abiding foresight or organisation (Sec. 73).

56. Public bureaux or exchanges in United Kingdom :—

(a) Labour bureaux maintained by provincial municipalities, or by Metropolitan borough councils under the Labour Bureaux (London) Act, 1902.

(b) Metropolitan employment exchanges established and maintained by the Central (Unemployed) Body for London, under the Unemployed Workmen Act, 1905—an experiment still in a very early stage, described in outline above (Sec. 41).

57. Labour Registries in Germany.—I hope that I shall shortly be in a position to describe from personal knowledge the organisation and work of some of the chief of these, particularly in regard to casual or irregular employment.

58. London and India Docks Company.—The re-organisation of staff carried out by this company during the years from 1891 onwards as between the different departments controlled by it, forms one undoubted practical application of Principle (ii) above, the "de-casualisation" of employment by mobilising a central staff to go, under the guidance of a central office, from one point to another as required. Eighty per cent. of the work of this company is now performed by permanent or weekly labourers. The average number of men directly employed by the dock company is, however, less than a quarter of the average for the whole port, exclusive of Tilbury.

59. The *effects* of this organisation must be carefully distinguished, as temporary and as permanent.

60. The immediate temporary effect of applying it to a labour market now heavily over-stocked with under-employed irregular workmen, would be to give more continuous employment to some at the expense of others, who would be thrown out altogether. To meet this temporary difficulty special measures would probably be required, and are available. (Emigration or home colonisation provided by rural training.)

61. The main permanent effect of the organisation of the labour market would be to reconstruct and improve in respect of continuity the whole conditions of employment, above all in the lower ranges of industry, raising the level of average earnings and the standard of life by gradually ruling out the possibility of under-employment. This is the direct remedy and the only remedy for the first and the most important of the industrial elements in the unemployed problem (Secs. 6–9). It abolishes the root of the disease. Every other remedy commonly attempted at worst perpetuates and aggravates the disease by making labour more stagnant than before (annual relief works); at best rescues the individual (emigration) while leaving the system to collect a fresh generation of the chronically distressed.

62. The moral or individualistic side of this reconstruction is as important as its mechanical side. Casual employment is demoralising in exactly the same sense as casual relief—it encourages or makes possible a thoroughly unsatisfactory and socially dangerous mode of life. There is the same need for "de-casualising" both charity and employment. Again, the disorganisation of the labour market making competition depend in part at least upon chance, diminishes the influence and advantage of individual merit. Labour exchanges, so far from being a means of foisting the incapable or less capable into jobs,

are necessary in order to give the more capable man the reward of his superiority, and to weed out the incapable more quickly by making competition universal and direct.

63. The need for this reconstruction is independent of any particular view as to the general question of population. Suppose 1,000 "half-places" in riverside labour changed into 500 whole places, *i.e.*, suppose 1,000 labourers, averaging three days a week, replaced by 500 at six days a week, so that the other 500 are turned out altogether. If for this other 500 remunerative permanent situations can be found—whether in the ordinary course or by special measures opening up new industries, then clearly 1,000 half-employed dock labourers will have been converted into 500 fully employed dock labourers, and 500 fully employed in some other way. If, on the other hand, spite of all efforts no such openings can be found or made in the whole country; if, in fact, it becomes clear that the reason so many persons are only half employed is not simply that they are trying to live in an already crowded trade or district, but that the country is over-populated, then the argument for "de-casualisation" becomes all the stronger. In a country already over-populated no reform could be more urgent than one which replaced 1,000 casual labourers (and potential fathers of families) by 500 regular labourers and 500 men for whom nothing would or should then be left but emigration.

64. The secondary permanent effects of the organisation of the labour market would be :—

(a) To facilitate the passage to a new occupation of men permanently displaced from their old one by changes of industrial conditions.

This is the only true remedy, and is an essential part of any treatment for the second branch of the unemployed problem described above (Sec. 10).

(b) To facilitate the use of subsidiary trades by seasonal workers (*e.g.*, to regularise the movement of builders, labourers, or brick-makers to the gas works and the docks in winter).

This would have some, though a limited, effect upon the third branch of the unemployed problem described above (Sec. 12).

(c) To improve any plan of public relief by substituting for artificial "tests" and inquiries the beneficial and natural test of the offer of a situation through the exchange.

German writers treat the labour bureau system in close connection with proposals for "unemployed insurance" as the only satisfactory safeguard against malingering. In Strassburg before a man can get help from the Poor Law he must present a note from the superintendent of the Labour Exchange stating that no work can be found for him.

65. The *practicability* of this organisation depends simply upon the readiness of employers and employed to carry it through. On the one hand, it does not involve for the employer any loss of control or of selection in regard to his staff. It can be begun with least objection just where it is most needed (with the outermost fringe of casuals who are at once the most distressed and the least attached by special experience or by acquaintance to any particular firm or foreman). It can be developed step by step so far as is necessary to abolish normal distress. It must eventually benefit the employer no less than it benefits society, by giving him better and more responsible service. From the streets he gets often a man half-fed and in the loafing habit. From the exchange he may, and as the system develops will, get a man who has just left another job.

66. On the other hand, it does not involve any direct influence upon rates of wages or conditions. Labour exchanges can certainly be conducted so as to avoid either directly weakening trade unionism or directly strengthening it, they can and should be prevented from widening the field of low wages or bad conditions. It is hard, in fact, to believe that any special measures—*e.g.*, any limitation of the use of exchanges to employers paying specified rates—would be necessary for this purpose. The whole natural tendency of exchange organisation is to raise the status of the workman, and indirectly, therefore, to promote all forms of self-help and associated action.

67. The organisation of the labour market through labour exchanges must be the first step in a solution of the unemployed, because it alone touches the largest

Need for de-
casualisation
independent
of question
of over-
population.

Secondary
permanent
effects of
organisation
of labour
market.

Practica-
bility of
organisation
of labour
market.

Labour
exchanges
do not
involve any
direct in-
fluence on
wages or
conditions.

and most perplexing part of that problem ; because without it all other steps are insecure or retrograde ; because it alone will provide the information showing both what other measures are needed and how and when they should be applied. The organisation of the labour market is not the only step required :—

(a) Because even where it applies directly—as a means of checking the normal over-supply of labour in each occupation—it cannot stand alone (Secs. 60, 68).

(b) Because to one very important factor in the problem—cyclical fluctuations and industrial activity, it does not apply directly at all—while to seasonal fluctuations it applies very little.

(c) Because, being matter of organisation, it provides no general scheme for dealing with each and every able-bodied individual as he comes.

68. The organisation of the labour market—since its first effect will be to turn some of the present under-employed reserve of labour in the chronically overstocked occupations into an unemployed surplus—needs to be supplemented by provision for draining off the surplus rapidly and easily. Emigration and training colonies may or may not, have a permanent place in the treatment of the unemployed problem. Granted the success of employment exchanges, both will be indispensable as temporary resources to dispose of the weaker men whom “de-casualisation” will leave without any employment at all, and perhaps to a large extent unfit for any employment that is not casual. On the other hand, failing the success of employment exchanges or of some other means of “de-casualisation,” neither emigration nor training colonies will have the slightest effect upon unemployment, in so far as unemployment is due not to over-population (an excessive birth-rate), but to the over-stocking with labour of the certain industries and districts through definite causes (of which casual employment is the chief and casual relief of all sorts by a long way the second), which will be quite unaffected by the removal of individuals.

69. The discrediting of relief works leaves three good or defensible alternatives, three lines of attack upon fluctuations of industrial activity as a cause of unemployment—insurance, short time, and the better distribution of necessary work. These are all applicable to seasonal fluctuations as much as to cyclical fluctuations, but are of course most important in regard to the latter. Indeed, it is fairly generally recognised that mere seasonal slackness in an ordinarily prosperous year must be treated as a question of wages—of averaging wages over the normally good and bad months—rather than as one of unemployment.

70. Insurance, in the shape of trade union unemployed pay, very largely meets the case in one-half of the skilled and organised industries, notably metal and engineering trades, building and printing. It is a flexible method equally adapted to meet seasonal and cyclical fluctuations. What steps are needed to secure its extension ?

(i) If, and as de-casualisation abolishes certain industrial conditions which create and pander to shiftlessness, an extension of provident association in trade unions may be expected to come about naturally.

(ii) Such provident association might be deliberately fostered by public grants, made through the unions, for unemployed pay in times of exceptional depression.

(iii) Failing the development of trade union organisation, the labour exchanges might themselves provide the machinery of insurance (whether assisted by public grants or not), themselves acting, as trade union registers now do, as the indispensable and adequate check against unnecessary claims.

71. The magnitude and value of the work accomplished by trade unions in the way of insurance against unemployment.

ment can hardly be over-estimated. Substantially, the whole mass of unemployment recorded in the *Labour Gazette* returns is unemployment so provided against that it does not cause distress involving an appeal to public sympathy (Secs. 12–15). For the country as a whole, this amounts now to over 750,000 man-weeks of unemployment in a good year, and over 2,000,000 man-weeks in a bad year. A trade depression like that of 1903–5 means, for 600,000 trade unionists alone and met by their insurance, a loss of 5,000,000 man-week of employment. For London the following comparison is suggestive :—

SIX MONTHS, DECEMBER, 1905, TO MAY, 1906.

(i) Number of man-weeks of unemployment provided against by Central Body for London (otherwise than at Hollesley Bay): 4,400 individuals for an average of six weeks	-	26,400
Cost	-	about £40,000
Cost per man-week of relief	-	30s.
(ii) Number of man-weeks of unemployment recorded by certain London and district trade unions with a total membership of 46,700 (Sec. 15) —none of this unemployment appearing as distress	-	68,900
Cost per man-week	-	10s. to 15s.*

The table shows clearly :—

(a) The importance of the work accomplished by trade union insurance.

(b) The insignificance of what is or is ever likely to be accomplished in the way of relief work.

(c) The costliness of encouraging the method of the Unemployed Workmen Act in meeting trade fluctuations, as opposed to, and at the expense of, the trade union method.

72. Unfortunately the application of the trade union method is at present very limited. Of the 13,000,000 occupied males recorded at the census of 1901, over 9,000,000 were in industrial occupations (*i.e.* excluding Government, defence of the country, professional and commercial occupations, domestic service, agriculture and fishing). The male membership of trade unions is (1904) about 1,750,000, *i.e.*, less than a fifth of this. The trade unionists included in the Board of Trade returns—substantially all those in unions giving unemployed pay—are about one-third of this 1,750,000. In other words, less than one-fifteenth of the males in industrial occupations are in trade unions giving unemployed pay. Unfortunately, too, the progress of trade unionism—particularly in the unskilled occupations—is not sufficiently rapid to hold out much hope of an automatic easy solution along this line. The disease of casual employment must be eradicated first if thrift and association are to become universal.

73. The following table shows that whereas during the thirteen years 1892–1904 the membership of all trade unions increased 24 per cent., and that of the ninety-two “principal” unions (other than labourers’ unions) increased 33 per cent., the membership of the eight labourers’ unions included in the 100 principal unions, decreased 24 per cent. During the same period the general population increased over 12 per cent. Comparison of the figures available for 1892 and 1905 shows that during that period the general population increased 13 per cent., the membership of all trade unions increased 25 per cent., the membership of the eight principal labourers’ unions of 1904 decreased 26 per cent. Both the instability over short periods and the stagnation or retrogression over long periods of trade unionism among labourers are clearly illustrated.

* This is given as a common amount of unemployed benefit given by the best unions (very often only for a short period).

Other measures also required.

Need of drawing off surplus of unemployed by measures such as emigration and training colonies.

Remedies for seasonal or cyclical fluctuations.

Insurance, through trade union unemployed pay.

Steps needed to secure its extension.

Extent of trade union insurance against unemployment.

Mr. William H. Beveridge.
14 Oct. 1907.

LABOURERS' TRADE UNIONS.

Mr. William
H. Beveridge.

14 Oct. 1907.

	1892.		1895.		1900.		1904.	
	Members in thousands.	Per cent. of 1892.	Members in thousands.	Per cent. of 1892.	Members in thousands.	Per cent. of 1892.	Members in thousands.	Per cent. of 1892.
Estimated population of United Kingdom.	38,134.1	100	39,220.1	103	41,152.5	108	42,793.3	112
Membership of all trade unions.	1,503.2	100	1,415.8	94	1,928.9	128	1,866.8	124
Membership of 100 principal trade unions. (15th Report).	893.3	100	907.5	101	1,149.9	128	1,127.5	126
Membership of 8 trade unions of labourers.†	110.2	100	77.9	71	114.6	104	83.9	76
Membership of remaining 92 principal trade unions.	783.1	100	829.6	106	1,035.3	132	1,043.6	133

Short time as a means of meeting trade fluctuations.

74. Short time meets the case of trade fluctuation even more completely in the other half of the skilled and organised industries (notably textiles and coal-mining). Instead of some men being wholly unemployed during a crisis while others go on full time or overtime, all go on short time. If the normal working hours in all industries were reduced in times of depression and increased in times of expansion, the actual number of individuals employed could be made to vary less or not at all. The difference between summer and winter hours of work in the building trade is a practical instance to the point. The burden of the seasonal contraction of employment is to the extent of this difference automatically distributed over all the members of the trade.

Better distribution of necessary work as a means of meeting trade fluctuations.

75. The better distribution of necessary work implies an attempt to steady the course of industry, by putting as much as possible of the necessary work of public departments into seasons and years when ordinary industry is slack, rather than into those when it is busy while keeping it absolutely on business lines. This is generally treated as a question of public work only. The principle can be applied to private enterprise by anything putting a premium on getting work done in a slack rather than in a busy time. In this way the principle is already applied in the movements of wages in the organised industries; in prosperity they rise, in depression they sink. A higher rate of wages for building operatives in summer than in winter could not but tend to make work more even all the year round.

All remedies to be effective pre-suppose organisation of labour market through employment exchanges.

76. Consideration of these, as of most remedies for unemployment, leads back always to the same conclusion—that, in order to be effective, they all pre-suppose the organisation of the labour market, the bringing together under public or semi-public control of the whole process of industrial engagement. No remedy involving, as does every one of those mentioned in Secs. 69–75, either foresight or associated action can become universal except by the abolition of an industrial class which the conditions of its employment render physically and morally incapable of effective foresight or association. No safe system of public relief can be anything but harsh and degrading unless the state is in a position to check the abuse of humane and honourable relief by the test of work notified through a labour exchange.

77833. (Chairman.) You have also supplemented that paper by a statement as to German labour exchanges?—Yes. The witness handed in the following statement:—

German labour exchanges, 5 main types

1. Labour exchanges in Germany are of five main types, according as they are established and maintained by employees, by employers, by employers and employees jointly, by special voluntary associations, and by municipalities. There are also registries conducted as commercial undertakings and registries forming part of some philanthropic institution or dealing with some special class of people (discharged prisoners, cripples, etc.).

2. The employees' (trade union) exchanges, though formally very numerous, are of importance only in a few special trades or towns (hatmakers). German trade union exchanges.

3. The employers' exchanges are of two types: (i.) those established by the guilds or statutory associations of small masters (bakers, butchers, barbers, shoemakers, etc.); (ii.) those established by employers' associations in the modern factory or large scale industries. The guild exchanges are, like the trade union exchanges, very numerous, but generally unimportant and perfunctory. The modern employers' exchanges have been established rather as weapons against the trade unions than as means of bringing would-be employers and employed into communication. In Berlin, for instance, there is a labour exchange established by the association of metal trades employers, and no workman may be engaged by a member of the association unless he possesses a certificate from the exchange indicating that he is not an "agitator" or otherwise undesirable. The actual engagement, however, very seldom takes place through the exchange; and the latter is first and foremost a means of black-listing troublesome individuals. Outside Berlin employers' labour exchanges are most developed in Hamburg-Altona and other ports.

Employers' exchanges.

4. Of the labour exchanges established by collective agreement between associations of employers and workmen the most notable are those in the printing trades (covering the whole empire) and in brewing (in Berlin, Frankfurt and elsewhere). The Berlin Brewers Exchange is managed by a joint committee representing equally the employers' association (which includes all the principal breweries) and the men, with an impartial non-voting chairman. The employers are pledged to take all their men—except a defined small percentage—from the exchange, and all looking round for work at the breweries is forbidden. The men registering pay a fee of 2½d. (good for three months, or till they get placed); from the money thus collected grants are made to men unemployed. The administrative expenses are met by the employers' association. The situations filled in 1906 numbered 9,782.

Exchanges established by employer and workmen jointly.

5. The last two types of exchanges—those established by special voluntary associations with or without a municipal subsidy and those established by municipalities directly—are the most important, and may be considered together. There are over 200 such amongst the 700 odd exchanges, filling now 150,000 places a month, which report regularly to the Imperial Statistical Officer. Practically there is a public general exchange in every town of over 50,000 inhabitants and in a very large proportion of the smaller towns. Almost the only real exceptions to the first part of the statement are afforded by: (a) certain ports—Bremen, Lübeck, Harburg; (b) mining towns—Beuthen, Bochum, etc. The following table deals with twelve of the principal public labour exchanges, the first six of which I had the opportunity of visiting.

Special voluntary exchanges and municipal exchanges.

† General Labourers' Amalgamated Union; Navvies, Builders and General Labourers; Dock, Wharf, Riverside and General Workers; National Dock Labourers; Gas Workers and General Labourers; Gas Workers, Brick Makers and General Labourers; National Amalgamated Labourers; National Amalgamated Union of Labour. [These are all the labour unions included in the 100 principal unions in the 15th Annual Report of the Board of Trade on Unions].

PRINCIPAL PUBLIC LABOUR EXCHANGES IN GERMANY.

Mr. William
H. Beveridge.

14 Oct. 1907.

Town.	Population† (1905).	No. of situations filled in last year.*			Character and date of establishment.
		Male.	Female.	Total.	
Berlin - -	2,040,000	80,847	11,343	92,190 (1905)	Voluntary association (1883) with municipal subsidy since 1893.
Munich - -	539,000	29,658	24,105	53,673	Municipal (1895).
Frankfurt - -	335,000	21,195	15,701	37,896 (1905)	Municipal (1895).
Cologne - -	429,000	21,805	7,359	29,164	Representative association with all expenditure met by municipality (1894).
Düsseldorf -	253,000	25,862	2,844	28,706	Representative association with all expenditure met by municipality since 1905. Formerly voluntary association (1890).
Nürnberg - -	294,000	9,878	4,940	14,818	Municipal (1896).
Stuttgart - -	249,000	—	—	56,329	Municipal (1895).
Mannheim -	164,000	—	—	19,925	Municipal since 1905. Formerly voluntary association (1893).
Freiburg - -	74,000	11,268	6,433	17,701	Municipal since 1897. Formerly voluntary association with municipal subsidy (1892).
Strassburg -	168,000	12,171	3,293	15,464	Municipal (1895).
Dresden - -	517,000	11,248	22,893	34,141	Voluntary association.
Leipzig - -	504,000	9,945	16,425	26,370	Voluntary association with municipal subsidy.

6. In addition to the twelve exchanges in the table, there is one (Hamburg) filling, according to the latest return, for July, 1907, over 2,500, and seven (Magdeburg, Breslau, Dortmund, Hannover, Mülhausen, Posen, Kiel) filling from 1,000 to 2,000 situations in a month.

Most of the public labour exchanges date from the years 1894-6 or received a fresh impulse at that date. The success achieved in individual cases has been extraordinarily sudden. The Munich Exchange, for instance, filled over 25,000 situations in the first complete year of its working. The Düsseldorf Exchange, after remaining unimportant for some time, filling less than 2,000 situations two or three years ago, rose suddenly to filling 28,000 in 1906-7, and will hardly fall short of 50,000 in 1907-8. In Berlin, Stuttgart and Strassburg the activity has nearly doubled in the last two years.

7. The working of all the exchanges visited by me depends upon the frequent (in general daily) attendance of the applicants for work. Whatever the formalities of registration, the opportunity of getting work is practically confined to men on the exchange premises. In Berlin and Munich there are large waiting rooms constantly crowded with applicants. In Düsseldorf, Frankfurt, Cologne and Nürnberg men are not allowed to wait in the exchange but are constantly passing through it. Only in the two last-named exchanges is there any provision for summoning men from their addresses when suitable situations are notified.

8. In Berlin a registration fee of 2½d.—entitling to admission to the waiting rooms for three months or till work is found—is charged. In nearly all other cases the use of the exchange is free to both parties, except for the engagement of domestic servants, when the employer may have to pay 1s. or so.

9. Though the public exchanges are practically inoperative in one or two highly organised trades (printing), and have to compete in many others (bakers, shoe-

makers, metal workers) with guild and union registries their use is by no means confined to unskilled or low skilled labour. Most show a percentage of 40 to 60 per cent. in definite trades, and the larger exchanges at least have separate sections for unskilled and skilled men of various types. In Berlin this specialisation is carried very far. In addition to the general section there are now six or seven exchanges for special trades—painters, glaziers, bookbinders, locksmiths, bakers, wood-workers—each with its own rooms, officials and finances, and managed by a separate joint committee equally representing employers and workmen's associations, with an impartial non-voting chairman.

10. The estimated cost of the exchange per situation filled is 9d. or 10d. in Munich, 6½d. in Frankfurt, 4d. in Düsseldorf, 7d. in Freiburg.

11. It appears to be quite exceptional for any of the larger exchanges to take up testimonials from applicants. They throw as much as possible of the coming to terms upon the parties concerned. In all cases, however, the infirmity insurance card, which every workman has in his own custody, while unemployed, is available as a *prima facie* indication of the workman's standing and regularity of employment. In Berlin and Nürnberg this card must be shown on registration. In Munich, Cologne and Düsseldorf it may be, but is by no means invariably asked for; on the one hand the press of business is too great, on the other hand the superintendent gets to know a very large proportion of the men because they are constantly passing through the exchange. In Frankfurt every applicant sent to apply for a situation is made to deposit his card in the exchange, as a means of securing that he shall come back to claim it and so give information as to the result of his application.

12. In all exchanges given in the table (with the possible exception of Dresden), as in most others of any importance in Germany, the management is to some extent vested in a committee including representatives of employers and

* 1906 or 1906-7 unless otherwise stated.

† These figures can only be taken as a very rough indication of the area actually dealt with by each exchange; most deal with a good many cases from outside.

Mr. William H. Beveridge. workmen, with an impartial chairman. In Frankfurt, Stuttgart and Berlin (general section) the members of the committee are chosen in equal numbers by the employer and workman assessors of the Industrial Court (who are themselves the elected representatives of all the employers and workmen in the town). In Munich the workman's half alone of the exchange committee is chosen in this way; the employers are nominated by the town council. In Cologne, Düsseldorf, and in the branches of the Berlin Exchange dealing with single skilled trades, equal numbers of employers and workmen are chosen by various organisations on either side. In Strassburg the committee, apart from the chairman, consists of ten employers and ten workmen, half being in each case chosen by various organisations and half nominated by the municipality. In Nürnberg the committee consists of five municipal representatives and four each of employers and workmen, who are, however, appointed by the municipality itself and not by any organisations. The chairman of the committee is in most cases appointed by the municipality and is presumably impartial. In Cologne and Düsseldorf he is chosen by the other members of the committee. In some towns the chair is *ex officio* taken by the President of the Industrial Court.

These joint committees are not, however, often at all active. They meet in some cases only once, twice or thrice a year. Their importance is rather that of a symbol of impartiality than of practical influence upon details of administration.

Practice of German labour exchanges in trade disputes.

13. In the practice of different German labour exchanges in regard to strikes and lock-outs, each of the following alternatives is to be found:—

(1) To take no notice whatever of the dispute, *i.e.*, to send workmen to a vacancy due to a dispute just as much as to any other (Nürnberg).

(2) To register vacancies created by a dispute and notify them to applicants for work, but in doing so to give formal notice of the dispute to the individual applicants (Berlin, Frankfurt, Cologne, Düsseldorf) and also by placard in the exchange premises (Munich, Stuttgart).

(3) To suspend operations within the range of the dispute during its duration (Barmen).

(4) To make action in each case depend upon the meeting and decision of the Industrial Court sitting as an arbitration tribunal (Leipzig).

Though each of these alternatives is still represented amongst public exchanges of some importance, there can be no doubt that the second has most approved itself in practice. Amongst the largest exchanges now adopting it there are at least three which have come to it after previous trial at one of the others, *i.e.*, Berlin formerly continued its activity without any notice of disputes (1); Munich formerly suspended operations pending the decision of the Industrial Court (4); Cologne formerly suspended operations altogether (3). In Strassburg the exchange itself undertakes the work of conciliation and is in a position to make its decrees effective.

14. The practical result of the second alternative—to notify all situations but at the same time to call attention to those which are due to disputes—appears to be that such situations are seldom if ever accepted by any of the men in the exchange. This was stated to me explicitly in Berlin (at least as to the skilled men), Frankfurt, Cologne and Munich, while in the last-named exchange I actually witnessed an unsuccessful attempt by an employer to get two ordinary labourers to fill vacancies created by a dispute. It is becoming generally recognised that the importance of the question as to how exchanges should act in time of disputes has been altogether exaggerated.

Attitude of German labour exchanges towards standard wage question.

15. With regard to the further question—of whether apart from disputes a public exchange should make any conditions as to the wages to be paid to men supplied through it—there appears to be complete agreement that it should not do so, but should strictly confine itself to bringing employer and employed together and letting them make their own terms. The trade unions appear to be quite content with this position. No public exchange, so far as I have been able to discover ever refuses to notify a vacancy on the ground that the wages offered

are too low; at most the employer may be advised by the superintendent that there is little chance of his getting a workman at the rate he offers. In this respect the exchanges established by joint agreement of employers and workmen's associations (*e.g.*, in printing and brewing) are naturally with or without a formal rule on a different footing. In the special sections of the Berlin public exchange the recognised rates are notified on placards hung in the waiting room, but are not binding.

16. The attitude of the trade unions towards the public labour exchanges may be described generally as one of movement from formal opposition (on the ground that the marketing of labour was a matter for the workmen alone) to practical support. In 1896 the Congress of "Free" (socialistic) trade unions passed a resolution condemning the new movement for jointly or impartially managed labour exchanges and solemnly warning workmen everywhere "against every experiment based on any other principle other than the sole control of labour exchanges by labour organisations." In 1899 this position was formally reaffirmed, but practically abandoned by a resolution recommending workmen everywhere to take their part in the management of the municipal exchanges with a view to enforcing certain conditions. At the present time it is common for the workmen to ask for the establishment and exclusive use of a joint labour exchange as one of the terms of an agreement terminating a dispute (glaziers in Berlin, woodworkers in Eisenach.) This may indeed be one of the main objects of a strike (bakers in Berlin) or form the subject matter of public demonstrations (public-house employees in Frankfurt).

Attitude of trade unions towards public labour exchanges in Germany.

In one or two towns the trade unions besides using the public exchange for all their members have made over to it the payment of their unemployed benefits (in Stuttgart the metal workers, tailors, bakers, and decorators, and in Freiburg the tailors).

17. The main grounds of this conversion on the part of the trade unions appear to be:—

(1) Recognition of the fact that in general employers would not use exchanges managed solely by workmen and in the interests of workmen, but were far more inclined to establish their own exchanges as weapons against the workmen.

(2) Growing appreciation of the evils of the vague search for work. (This is absolutely forbidden by some unions, *e.g.*, bookbinders).

18. The attitude of the employers towards public labour exchanges is less easy to summarise. On the one hand these exchanges have clearly obtained a great and growing measure of support by employers both individually and in associations. On the other hand in certain trades (metal, building, waterside labour), and still more in certain towns (Chemnitz and Hamburg) they meet with a claim on the part of the employers themselves to organise labour exchanges as a weapon against the workmen. In these towns the public or impartially managed exchange which cannot be used for partisan purposes is strongly opposed by the employers.

Attitude of employers towards public labour exchanges.

19. In Cologne there has since 1898 been established in close dependence upon the exchange a fund for voluntary insurance against unemployment. Payments from the fund are limited to the winter months, and use is made of it almost exclusively by unskilled labourers and building operatives who are almost certain to be unemployed during these months. Ordinarily 70 to 80 per cent. of the insured become unemployed while the premiums received seldom amount to as much as 50 per cent. of the payments made. The balance and the administration expenses are met by municipal and charitable contributions. The experiment seems to show:—

Voluntary insurance against unemployment in Cologne.

(1) That no scheme of voluntary insurance against unemployment can be self-supporting. It must rest upon some form of compulsion or be part of some other institution, *e.g.*, of a trade union, or of an exchange as dominant, as that of the Berlin breweries.

(2) The value of the labour exchange as a check upon abuse of any provision against unemployment. Applicants to the Cologne Fund have to present

themselves daily at the exchange while unemployed; and are bound to accept work offered them there, provided it is suited to their powers, at their usual wages.

In the season 1905-6 as against 13,414 days of unemployment met by payments from the fund, 28,714 days of work were provided for unemployed applicants to the fund through the agency of the exchange.

20. In conclusion amongst the grounds for the success of the labour exchange movement in Germany the following may be mentioned:—

(1) The high standing given to the movement, by the advocacy of all public authorities. The town councils have been directly or indirectly responsible for most of the important exchanges. The State Governments have by circular urged the establishment at such institutions upon all local authorities (Prussia, 1894, 1898, 1902; Bavaria, 1894; Alsace-Lorraine, 1902, 1903; Württemberg 1895). The Imperial Government in 1902 began to make grants to facilitate the federation and co-operation of exchanges throughout the empire.

(2) The practical assistance involved in the support by public authorities in regard to:—

(a) Direct use of the exchanges by municipalities in their own work or that of their contractors.

(b) Making the exchange known by notices on public hoardings, in railway stations and tramcars, on infirmity insurance cards and elsewhere.

(c) Cost of travelling, telephones and postages. Men sent to situations through public exchanges can now travel everywhere at half the ordinary fare.

(3) The unequivocal character of the exchanges as industrial and not relief institutions.

(4) The general growth of industrial organisation in Germany. A great development of trade unionism has been met by a corresponding development of employers' associations and increase of collective agreements.

77834. Your paper seems to me to divide its subject into three parts. It first deals with what you believe to be the causes of unemployment; then you analyse the working of the Unemployed Workmen Act; and lastly, you make certain suggestions as regards remedies. I would like to ask you a few questions on each division of the subject. Taking the first part, it seems to me a very clear and consistent statement; but on one point, and it is an important point, it seems to me you have made use of an expression which a little counteracts your main argument. You state that unemployment is not due to over-population?—Yes.

77835. By that I gather you mean that the number of persons seeking employment is not in excess of the employment to be obtained?—I explain what I mean in Paragraph 2 in the first subsection; I say that unemployment is not due to over-population in the sense of a general want of adjustment between the rate of growth of population and the rate of industrial expansion. If that is not clear I should like to add to it.

77836. It is a very important point. Let me take you through portions of your evidence, because I think you make some statements which are a little inconsistent with that. What I understood you to mean here was that of recent years the rate of population and industrial expansion have kept pace?—The rate of industrial expansion has been greater than the rate of expansion of the population.

77837. But you speak in other paragraphs—take Paragraph 5, Section (a), for example—of the normal overstocking of every trade with labour. Then you deal further on with the percentage of unemployed persons, showing that even in the best years there is a certain number of persons unemployed; and I think there is later on in Paragraph 67, Sub-section (a), "Because even where it applies directly—as a means of checking the normal over-supply of labour in each occupation—it

cannot stand alone." Do not those statements or arguments to which I have alluded rather point to the fact that the industrial population is somewhat in excess of the employment it can get?—I think that the apparent inconsistency to which you have alluded is, from my point of view, the central paradox of the whole unemployed problem: that you have facts, absolute and undeniable facts, on both sides; you cannot deny either set of facts you have to accept and explain both of them. By "over-population" I think you must mean that each fresh person can make room for himself only at the expense of reducing the room for other people; that is to say, that each fresh person adds more to the consuming power than to the producing power of the nation. The facts against that are conclusive, I think. That is not my special subject; Mr. Bowley could say more with regard to that. On the other hand, you have in every trade, I think, a tendency to the over-stocking of that trade with labour. I think you have a tendency to permanent want of employment in every trade.

77838. You think there is a permanent want of employment in each trade as compared with the number of persons who may wish to get work in that trade?—I think there is a permanent tendency to that in every trade. In some cases that tendency finds obstacles; in some cases it is counteracted entirely by the fact that the trade is in a state of rapid growth, but the tendency is always there. I explain that tendency in paragraphs 6 and onwards, and further in the pamphlet which I have submitted as part of this statement.

77839. Under-employment is only another word for lack of employment?—I think in the substitution of that word lies the whole point of the position.

77840. You would say they were not convertible terms?—I should say that under-employment gives the essential characteristic, and unemployment the accidental. If I may put it like this, if you say a man is permanently unemployed you have said a thing which is impossible, because, except a man has private means, he cannot be permanently unemployed; he starves or goes to the workhouse. But he can be under employed. He can have enough to keep him going and keep him in a trade without having enough to maintain a decent standard of living, without having regular work. I think it is very important to dwell upon the positive side: that he does get some work, though not enough work.

77841. Take one of your own illustrations: I think you assume that there are 1,000 persons now connected with the docks who only get, or can only get, three days employment a week. I think you suggest that it would be much better that there should be only 500 of those 1,000 employed, and that they should be employed for the whole week?—Yes.

77842. What would happen to the remaining 500 that would be left? Could the remaining 500 get employment elsewhere?—One has to answer that rather differently in theory and in practice. In theory if the country is not overpopulated there must be room for 500 additional people in it, if they come there. Their own activity must serve to produce the wealth by which they live, and if you had a complete set of labour exchanges you would have the best opportunity of sending those people to any work there was. If, on the other hand, having a complete set of labour exchanges, knowing every job there was in the country, you could not find a job for 500 additional men, that would be conclusive evidence that the country was over-populated, and therefore that there was no possible remedy except to emigrate those men. I do not think that second alternative would prove to be the true one, but if it did, that would be an absolutely conclusive argument for the reform I am advocating. If the country is over-populated the first thing you want to do is to turn those 1,000 under employed people, all of whom are bringing up families or trying to, into 500 fully employed people with only half the number of families, and prevent the other people from continuing to add to the population here. I do not accept the view that the country is over populated but I do not want to base the rest of my argument upon what I admit is the abstract question of over-population or not. My argument, I think, is independent of that.

Mr. William H. Beveridge.
14 Oct. 1907.

Meaning of over-population.

Tendency in every trade to overstocking of labour and want of employment.

Under-employment and unemployment.

Disposal of unemployed surplus after decasualisation of a trade.

Mr. William H. Beveridge. 77843. I see now that you maintain that until there is a more or less perfect system of labour bureaus and exchanges, it is not possible to say whether those 500 that I alluded to could or could not be employed. Is that putting it correctly?—It is so very dangerous to prophesy before you come to practical experience. All I can say is that such facts as we have show that if you add 500 people to the population they would make room for themselves, because the facts we have show that there is room in the country, and that industry is expanding more rapidly than population.

Facts show there is room in the country for additional population.

How far improvement of individuals would counteract the industrial causes of unemployment.

Definition of unemployment.

No general want of adjustment between rate of births and possible rate of industrial expansion.

Cause of distress at certain periods.

No very accurate evidence as to whether under-employment has developed much in last twenty years.

77844. I will take another statement which it is just a little difficult to reconcile with this idea of there not being over-population. Would you look at Section 2, Paragraph 4. You say there it follows that improvement of individuals—physically, morally, or mentally—is neither a remedy for unemployment, nor, however desirable in itself, likely to be carried very far while the industrial causes of unemployment continue. Is not the meaning of that rather that no physical or mental improvement would secure employment for the persons so improved?—No physical or mental improvement would do away with the industrial forces which at present produce unemployment.

77845. But if it is assumed that people cannot get employment now and earn proper wages because they are not physically or mentally competent, and if, however competent those people, physically or mentally, may become, that will not touch the question of unemployment, is not the almost irresistible conclusion that the population is in excess of the employment?—I think if you have a physically incompetent person and make him competent he will be more likely to get work. I ought perhaps to have defined unemployment. I mean by unemployment the involuntary idleness of the fit workman. If you have a workman who is not fit and make him fit, you will increase the chance of giving him employment, but what I mean is, if you take the fit people who cannot get employment and try to make them more fit, or if you make everybody fit, you will not do away with the industrial dislocations, or mal-adjustments specified in Paragraph 5, and I add to that, that those industrial dislocations, or at least one of them, are the most potent causes, or amongst the most potent causes, of incompetence in the individual.

77846. But still, speaking broadly, you do not put down over-population, whatever its sense is, as the primary cause of unemployment?—I must limit the sense of over-population. I mean by using that phrase over-population to refer definitely to the rate of increase of the population by excess of births over deaths. I say there is no general want of adjustment between the rate of births and the possible rate of industrial expansion at present.

77847. Taking that point and pushing it back a little, you say that the distress of the last few years may be paralleled in all essential particulars by the events of 1893-1895, 1885-1886, 1879, 1868, and earlier periods. What was the cause of the distress of those earlier periods?—The general cause was that each of these periods was a time of cyclical trade depression: at those times the unemployment, which I believe is chronic, was intensified by the temporary trade depression. I think each of those times is shown by general statistics to be such a period.

77848. It is contended in certain quarters that this question of, "under employment," has very much developed in the last twenty years. You would contest that?—No, I do not know that I should lay any stress upon contesting it. I am afraid that I have no very accurate evidence about it. I have studied the history of what happened in those times, and as far as I could see it was very closely similar to what happens now. I could find no reason for supposing that things are worse now than they were then.

77849. I think all the rest of your argument seems quite clear, and I do not know that there is anything I need to say upon the earlier passages. In Paragraph 19 you say: "If the casual employment of adults were directly due to the uneducative blind-alley employment of boys": should not the word "wholly" or "solely" be substituted for "directly" because they are, it is admitted, a direct source of ultimate unemployment?—

That I think I should contest. I think that the casual employment of adults is due to the casual demand for labour. I quite agree that the casual demand for labour is satisfied by people who have been badly brought up, because those are just the people who are chosen to satisfy it, so to speak, but I do not think the evidence that I have seen is conclusive that there is casual labour of adults because boys are badly trained. I do not wish to deny it, but I have not seen the evidence. I think that casual labour of adults is due to the casual demand for adult casual labour.

77850. Putting it a little earlier in an individual's life, is it not the opportunities which boys now on leaving school can get for casual or intermittent labour, such as selling newspapers and things of that kind, and the demand for such boys being very considerably on the increase, that cause the boys so employed very often afterwards to degenerate into the unemployed?—Certainly.

77851. Should you say that the cyclical disturbances of trade and industry are greater now than they were a few years back?—These comparisons are very difficult. I should say that the evidence on the whole shows that the actual cyclical fluctuations and disturbances are smaller now than in past years.

77852. Putting it in another way, as far as you know you would maintain that regularity of employment has not diminished?—I think that is rather a different matter, if I might say so.

77853. Do not the cyclical disturbances interfere with regularity of employment?—Yes, but there are many other things which produce irregularity. It would be possible for casual labour to be much on the increase, although cyclical fluctuation was much on the decrease. I think the cyclical fluctuation, which is a very general phenomenon, is, so far as one can see it, slightly less violent than it was twenty or thirty years ago, or say fifty years ago. In saying that I cannot speak very closely from my own studies, but I believe that is the impression of economists.

77854. May I put it in another way. Would you say that the proportion of casual labour now was greater than it was say twenty years ago?—I am afraid I simply cannot answer that question; I do not know. I cannot see how one could get any information about that.

77855. Put it in this way: as men get richer, they do, as a rule, less services for themselves, and as the community gets richer it wants more services done. You do not think that that tendency in say, a town like London (the newsboy is only one illustration of it) has been so on the increase as ultimately to result in enlarging the number of unemployed?—I really feel I know nothing about that. I am not able to compare the past and present.

77856. You also deal with the returns of the trade unionists. They cover a very small proportion of the employment in this country?—Yes, I have stated that in Paragraph 72.

77857. At the bottom of Paragraph 14 you make some comparison about the percentage of unemployed. Is the percentage of the trade union unemployed as high as that of the general unemployed? The last two sentences are a little difficult; I could not quite follow them?—The "general unemployed percentage" is the percentage unemployed in all the trade unions making returns. They are all trade union figures.

77858. What would be the basis of the figures. Would they take only trade unions?—I am afraid I ought to explain the whole of that, Paragraph 14 is merely negative and purely statistical in character. It is a little experiment in manipulating the *Labour Gazette* figures to show that you can get three entirely different results by a very simple manipulation, and its only object is to show that you really cannot judge the total number of the unemployed from the trade union figures.

77859. Those figures show that they are quite unreliable if you want to get a sense of what the general state of employment in the country is?—I think they are fairly reliable as showing the movement from good times to bad times, or bad times to good times; but not as showing the total number of unemployed.

77860. They are a barometer in fact?—Yes.

77861. (*Mr. Lock.*) Whether in trade unions or outside them?—I think they are a good barometer even of the general unemployment outside trade unions.

Relation of casual boy labour casual adult labour.

Trade union returns of unemployment.

Question of reliability of trade union figures of unemployment.

77862. Broadly summing up the causes of unemployment, I think you arrive at the conclusion that each particular trade, each particular occupation, each particular class of employment at present has attached to it a reserve reservoir so to say, and those are in no manner connected, they are scattered all over the country?—Each tends to attach to itself that reservoir. I want it to be quite clear that that tendency may be overcome by a rapid growth.

77863. If you added together these margins of unemployed labour attached to these innumerable occupations, and put them into one reservoir, you would by that simple process, and distributing it, be able to control it much more?—So far as men could move from one occupation, or one district to another, by centralising your reservoir, you could make a smaller reservoir meet your ends.

77864. Now you pass on to criticisms of the Act. We have had some evidence previously to-day as to the persons for whom this Act was intended: It was respectable persons in regular employment, who temporarily had been thrown out. I gather from these figures that very few of that class, so far as you know, have been touched by this Act?—I think very few of the class defined in Section 1, Sub-section 3, of the Act have applied.

77865. I suppose, therefore, you would contend that that was a procedure which has been carried out by the local authorities and has not really got at the class for whom it was intended, or the class for whom it was intended have not availed themselves of this machinery?—I think that we have had to administer an Act founded on a conception of the problem, which did not prove in practice the reality.

77866. The persons I understand with whom you have had to deal are really only a stratum just above those who habitually come to the Poor Law?—I should say rather that they are a stratum in regard to whom the fact of chronic unemployment is far more important than the fact that they are temporarily a little worse off than before. I think they may have been a little worse off than before, in fact I am sure many were, but that difference was quite insignificant in comparison with the chronic fact of their under-employment.

77867. As regards the class of work that has to be given to them, and that the assistance should be less attractive than independent work, you point out that it is almost impossible to fulfil that condition?—I think it is quite impossible to fulfil that condition, if you are going to help more than a very few hundreds in a year.

77868. Just leaving the question of exchanges and labour bureaux on one side for a moment, you point out that this Act has rather increased complications than simplified them in London, so far as public authority are concerned who have to deal with persons applying to them?—I believe it is true that there has been less Borough Council work since the Act came into operation.

77869. I gathered from your statement that there was a considerable waste of time, and an undue number of persons in London engaged in this work?—I certainly do not think that the machinery of the Act was happily devised.

77870. In Paragraph 50, you say you do not think it advisable to have two separate authorities dealing with classes so closely similar as those who come under the Poor Law, and those who come to this new body. You express in Paragraph 50 this opinion: "The main principle of the Act which is to blur the line between independence and assistance, and to create hybrid authorities half way between relief and industry must be abandoned"?—Yes, I should lay very great importance on that as an ultimate principle. I do not know that it absolutely bars experiments like the Unemployed Workmen's Act as temporary devices, but as an ultimate principle I should certainly lay that down.

77871. You have a great belief in a development of the exchange or bureau system?—Yes.

77872. The results seem in London, even during the limited time, to have been satisfactory?—I cannot regard them as satisfactory.

77873. They may not be absolutely, but you made a fairly good start, did you not?—I think we started fairly well, but we have not developed as I should have hoped.

77874. Not during the last few months?—Not in the last few months. *Mr. William H. Beveridge.*

77875. I pass on to your paper about Germany, because that puts before us, I think, pretty clearly the sort of labour exchange which we should keep in mind. Of these various German exchanges apparently the most important is the municipal labour exchange. That is the last of this class. Are the exchanges maintained or assisted by municipalities?—That class includes the largest exchanges. I think the class of exchange established by employers and employed jointly, is, from other points of view, very important as a type. *14 Oct. 1907.*

77876. I think you give the composition of the municipal bureaux. There is no arbitrary composition, is there, in that. It is not on any fixed plan, is it?—Do you mean the composition of the Committee? *Composition of German municipal exchanges.*

77877. Yes?—It differs in every town, but I think I may say quite generally that the more completely it is in the hands of representatives of the employers and employed, without even any admixture of the municipality the greater the success appears to be; and the more completely those Committees are trusted. *Success of German labour exchanges.*

77878. The list you give here of the number of situations which have been filled in certain towns, at first sight seems very remarkable. In Munich 53,000 situations were filled out of a population of 539,000?—Yes.

77879. That is one to every ten of the people?—Yes.

77880. Would that mean that there was a general application to this bureau for positions? I do not know whether that means that practically most of the situations that were filled up were obtained through this municipal bureau?—It does not mean that in Munich. In Munich there are a good many small exchanges maintained by guilds and trades unions. I think if you look at the Stuttgart figures, which are still more surprising ones, you will find that the proportion is nearly one in every four. There I think most of the other exchanges have been absorbed by the municipal exchange. It is perhaps true to say that the exchange dominates the labour market there. I might say in Munich that the holding aloof of some trade unions is not apparently on any question of principle, and it is not general.

77881. Apparently you have been a good deal impressed by those exchanges, the committees of which were largely composed of employers and employees?—That is true of almost all the municipal exchanges, but there are also certain exchanges started without any intervention of the municipality; started by the employers and the employed alone, and one or two of those I think are rather interesting.

77882. Not only in the direct effect they may have in obtaining situations for those who apply, but also from the softening and ameliorating influence they may have over the masters and men?—The most striking of these systems of exchanges is that in the printing trade, where practically all over Germany all men are engaged through the exchanges, and that is certainly a trade in which there have been hardly any strikes. *Labour exchanges in printing trade in Germany.*

77883. Does this labour exchange regulate operations over a large area?—There is, in the printing trade, a system of exchanges covering the whole German Empire. The exchange, I may say, deals with both trade unionists and non-unionists, although it is maintained by the unionists, in combination with the employers.

77884. Do the trades unions or the working people generally look upon such an exchange or bureau as a satisfactory tribunal for either speaking or adjudicating upon labour troubles?—I do not think that it is normally regarded as part of the function of this bureau committee is to adjudicate in trade disputes. In certain towns, I think in Strassburg, it does, but the normal view is that if you have a market place for labour it had best confine itself as much as possible to being that if it wishes to retain the confidence of both sides. *General view in Germany of function of labour exchanges.*

77885. I think you mentioned in Berlin there was a Labour strike on that question. The men, I understand from Paragraph 16, wanted the establishment and exclusive use of a joint labour exchange as one of the terms of terminating a dispute?—That was the case. I may say that that agreement to use the exchange for the whole supply of labour is enforced legally by the Industrial

Mr. William H. Beveridge. Court. May I add with regard to one of these other exchanges in Berlin, the Breweries Exchange, there is the same absolute voluntary pledge of every employer to use the exchange for all his labour, and that is carried out.

14 Oct. 1907.
Lessons to be learnt from German labour exchanges.

77886. I may assume that you think that if you could put exchanges or labour bureaux in England on anything like the same footing that they are in Germany, it would go some way in the direction of simplifying this very difficult problem of unemployment?—It would give the instrument which we want in order to begin to remedy the problem. I do not know that in Germany the full significance of the instrument is yet understood. I think they are mainly concerned with perfecting the instrument at present.

77887. It seems to me, therefore, that if you get institutions of this kind on anything like the same footing, it is essential that they should be in some degree dissociated from those only who are supposed to be unemployed?—I think so. They are essentially distinct from relief agencies and their industrial character should be recognised.

Difficulties of establishing labour exchanges in England.

77888. Knowing something about England and so on, do you see any insuperable difficulties in trying to work up towards this object of making general exchanges and labour bureaux of this character?—I see none whatever. I see great practical difficulties and delays.

77889. You must have thought a good deal over this sort of scheme; could you just state to us shortly what you think would be the main difficulties?—The first difficulty is to persuade anybody that there is any use whatever in doing this. I think, having persuaded them generally, I am very much inclined to leave it to the common sense of employers and employees to work out the practical details. However, that is the first difficulty. The second difficulty is the fear that this change may be expected to injure one or the other of the parties to the industrial contract, and to affect existing organisations. I am convinced, both in the abstract and from my experience in Germany, that that fear has no foundation; but, of course, it is a thing to be reckoned with. I do not know if I might add a third very serious practical difficulty, which is pointed by Paragraph 20, Section 1 of my Appendix: that in Germany you have had a movement of a very high standing from the beginning, but at present the movement, as we try to start it in this country, has no standing whatever. We are hindered in getting facilities for making our work known, for getting conferences, and so on. We start from no sufficient position.

Objects of German labour exchanges.

77890. Attention to the advantages of these exchanges has been called by the condition of the lowest of the unemployed in this country; in Germany did it start from that low level, or was it put in operation in order to facilitate employment amongst the highly-paid and well-organised trades?—I do not think it is possible to answer quite generally, because the movement has differed in different parts of Germany; but as far as I can see, the idea of decasualisation, which was very much emphasised by Mr. Booth on the Labour Commission, and which is in my own mind one of the most important things, was not in Germany one of the principal objects. The main motive, as one finds it in Germany, is to put down the vague search for work through the streets, with all its wearisome and demoralising concomitants; the second is to do away with some of the evils of private registries, the exploitation of the employees, as it is described there, by the private registries; and, thirdly, there is the general desire to increase industrial efficiency by increasing the mobility of the labour supply. I do not think that they had the specific object of decasualisation. I ought to add, as a fourth reason, which is coming in now very strongly, the object of getting a perfect test for unemployment, a means of knowing if a man is really unemployed against his will. You can only do that if you can see the whole labour market and all the jobs that offer. That idea is now coming to reinforce the earlier ideas, as a result of what has been said about unemployed insurance.

Proper method of establishing labour exchanges.

77891. The first thing necessary to do is to try and give a status, and so on, to these proposed institutions, and you prefer to do that by discussion and persuasion rather than by an Act of Parliament putting obligations upon the municipalities to establish them?—No, I did not mean that.

77892. You would have no objection to an Act of Parliament forcing a locality to establish a labour bureau?—I should have no objection to it; but I am not sure that it would be quite the best way of going to work. I think you want to persuade the municipality if you are going to get any life into the thing.

77893. How would you persuade the municipality?—I have here a short memorandum of a couple of pages, which I shall be very glad to put in. (See Appendix No. LXXXVI(A)). I think as the centre of the movement you must have a small Government Department, a small office at tached to the Board of Trade to do the work of propaganda; and I think that that department, if it is to be effective, should also control certain funds. It should be able to offer a contribution from the national funds to pay part of the expenses of exchanges established either by municipalities or associations of employers and employed directly.

77894. Are the expenses large now of an establishment of some dimensions?—I do not know what is the best way of answering that. I have given the figures for Germany, where the amount varies from 4d. to 8d. or 9d. for each situation filled.

77895. Is it possible to charge a fee which would not be a deterrent, which would go some considerable way towards making the institution self-supporting?—I do not think it is worth while to try and charge a fee; it is apparently possible. It is done in Berlin. It is not done, as far as I have seen, in any other public exchange of any importance in Germany.

77896. You allude to a certain sum that is paid by the applicants, and that becomes a sort of insurance for them?—I think that is important. That is another possible advantage. I think you can make a labour exchange the centre of a system of unemployed insurance.

77897. What is the process? Has the person to go on paying this small fee until it has got to a certain sum or is he entitled after a certain time to a right to assistance?—In the Berlin Breweries Exchange the man pays 2½d. each time he registers, and registration lasts three months, or until he gets a job through the exchange. Then the money is given out in grants to unemployed people as it is required. The thing is not at all regularised, and the fees are not at all sufficient to afford a regular unemployment insurance. In Cologne, as I have described, it is rather different; that is a regular insurance system.

77898. If a person is in employment I do not suppose he goes to the bureau?—No.

77899. If he is out of employment, would he be able to pay whatever this little fee is?—He does in Berlin undoubtedly. I may say that in the big Berlin exchange these fees are a very important part of the finances of the institution, which is always rather in low water, because it is a voluntary association. I think that they get 15,000 marks a year from the fees paid by work people apart from sums paid by unions to compound for all their members.

77900. (Mr. Nunn.) Might I ask whether, in considering the desirability of a fee, you distinguish between men who are actually in work at the time of their application and those who are out of work at the time of their application, whether you consider it possible to draw any distinction in that way?—I think if you are going to register men in work you ought to charge them a fee. I may say that technically we do that in London. Although it is stated no fees are charged, if any man comes who is in work we have a provision to charge him 6d. and then a penny a week. I think that would have to be done; but I think it is a comparatively small point.

77901. You have not found that deterrent at all?—I have no evidence on that point.

77902. (Sir Samuel Provis.) Do you remember the amount of the fee in Berlin?—Twenty pfennigs for three months, or until the man gets a job.

77903. (Chairman.) Is there not one special difficulty which we should have to encounter here as compared with Germany: there is an elaborate system of registration in Germany about everybody, but an Englishman would detest being registered in any shape or form. Would it be possible to establish these bureaux and make them

registration effective unless there is some sort of registration or unless the men who come up bring some formal parchment with them?—I think it is quite clear that the existence of this infirmity insurance card does simplify matters; but I think it is equally clear that it is anything but essential; in Munich the business is commonly done without considering this card at all. It comes to this, that when an exchange has been in action for a long time the superintendent gets to know a great many of the men; they are always passing through, particularly in the unskilled and irregular occupations, and automatically, without any investigation, the exchange acquires a great deal of information about the individuals. I think the sifting happens in the least inquisitorial manner possible.

77904. You do not think the lack of registration really is insuperable?—I am certain it is not insuperable.

77905. Of course it would add to the difficulty?—It would mean that in some cases you would have to take up characters where you do not have to in Germany, but I am quite convinced from what I saw in some of these German exchanges that it is not insuperable. I think I have dealt with the use made of the infirmity insurance card in some of these exchanges.

77906. Assuming it was possible to establish an institution such as you suggest, we set in operation a beneficent instrument for dealing with one part of the question of unemployment. Now comes the more difficult part. Taking your own figures, supposing we try this contrivance to convert half of the 1,000 half-employed dock labourers into wholly-employed dock labourers what are we to do with the remaining 500?—I have given my theoretical answer to that.

77907. It is rather a practical difficulty, is it not?—I only want to add to my theoretical answer this: that the introduction of labour exchanges is to be regarded like the introduction of any other machine which increases the efficiency of the individual. It is no objection to increasing efficiency by a machine to say that it is going to turn a certain number of people out for the time being. I quite agree you have to deal with those people, but you must not regard the trouble as a permanent trouble that you will always have to deal with. This I should like to add to my theoretical answer. The practical answer is as follows: that if we begin doing this down in the London docks, squeezing out people, as we should have to do, very slowly and very gradually, I do not think we should have any unmanageable number to deal with, and we could, in fact, make the process of decasualisation as slow as we wished. The actual people who would get squeezed out would be the least efficient casual labourers. I think it is quite clear that the least efficient casual labourer would be a [very inefficient person indeed; the man who now works perhaps once a month or twice a month, or something of that sort. I think it is quite clear that he would be a person who would be in need of some sort of training or recuperative treatment, and we should have to provide that for him.

77908. I suppose the least efficient would be, generally speaking, the oldest of the casual labourers?—The oldest or most drunken or most irregular in various ways—the weakest. I do not think they would be above the Poor Law standard, the ones we began with.

77909. I do not know whether you have at all studied the difficulty which occasionally arises in the country from the substitution of modern machinery for old machinery, and the dislocation which takes place in a great industry, such as has taken place in the boot trade in Leicester. Your observations are mostly confined to London, are they not?—My experience is confined to London. I do not, of course, wish for one moment to make light of that dislocation; I simply used the illustration of a new machine to show you must not assume you are going to have a permanent trouble. You have, for a time, a large number of people on your hands, and you have got to deal with them.

77910. But still, it will not be a permanent trouble, but as the industries of this kind are much older established than those of more modern nations which compete with us, I think we may reasonably anticipate for a considerable period of time there will be changes of this character in a considerable number of our industries, which does mean a temporary disturbance of the labour market; and, as I dare say you know, the difficulty is a

good deal enhanced by the fact that from specialisation the men would be engaged in one particular class of special work for many years, and they are not very apt for anything else?—I am very conscious of that.

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77911. That you would deal with more as a normal aspect of the great industrial question?—As to the people who are displaced by machinery, the only absolute remedy is to get them another job. The first requisite to getting them another job is to have your labour exchange, so as to know where the other jobs are. I think it is very clear you would have much difficulty in getting some of them other jobs when they are getting old, and I think you would want special powers for dealing with those.

Remedy for men displaced by machinery.

77912. (Mr. Nunn.) In weighing the value of the Labour alliance of the German workmen's associations with this movement, does one have to take into account at all any difference in the degree in which they are able to find work for their members compared with the English trade organisations? Do they, as a matter of fact, find work for their men to the same extent?—I can only say that Germany is overrun with trade union labour exchanges, and that as far as one can see they are at least as well organised as those in most English trades. I have not made a special study of the English trade union registration system, but whenever I have asked about it I have been struck by the fact that it was not very completely organised. It might be much improved.

exchanges and Trade Union registries in England and Germany.

77913. Although it is pretty widely diffused, it is not highly organised, do you mean?—Yes. I do not think that in many trades it is the recognised place to which an employer sends for men.

77914. Do the men help one another in finding jobs for one another?—Certainly.

77915. To the same extent that our men do in the trades unions?—Are you speaking of Germany?

77916. I am speaking of Germany as compared with England?—I cannot speak of the whole of England or the whole of Germany.

77917. (Mrs. Webb.) Do you know whether there is still in the German trade unions the use of the tramp card as there is in the English unions?—I think they travel more than the English workmen; that is always said.

Question of the tramp card in Germany.

77918. Do they travel on the advice of their labour exchange, or do they travel aimlessly on a tramp card, as they often do in England?—They travel in many unions at any rate on the advice of their labour exchange.

77919. There would be a great deal of difference between going from Newcastle to London on the advice of an executive, and going on a tramp card?—True.

77920. I want to know which is the German plan?—I cannot say quite generally because in Germany, as in England, in some trades, the trade union registration system is very much developed, while in others it is very unimportant.

77921. (Mr. Nunn.) My second question (which I will not press if it answered in your Statement) is as to the bond which is to unite the various employment exchanges in different parts of the country if it is not to be a municipal or State bond?—I did not say it was not to be a municipal or State bond.

Proper bond to unite the various labour exchanges.

77922. I did not say you did. Have you answered that question as to how you would unite and co-ordinate the various employment exchanges?—I want them to be under the supervision of this Board of Trade Department, which would give contributions on condition that certain rules and regulations were complied with.

77923. They would be co-ordinated by a central department independent of the local municipalities?—I think so.

77924. Who would nominate the members?—Of the committees?

Composition of committees of labour exchanges.

77925. Would the central body nominate the committees all over the country?—Certainly not.

77926. Who would then?—The ideal thing is for the members of the committee to be composed of an equal number of employers and employed nominated by the respective associations on each side.

77927. Without any statutory machinery for bringing them together at all? Who would bring the employer

Mr. William H. Beveridge. and employed together to form a labour exchange in a particular town?—The centre of propaganda I think would be the central department.

14 Oct. 1907. 77928. That would go all over England?—It would get about and it would try to persuade local people. I hope it would also go to the municipalities. I think it is quite possible to have the exchange without the municipality, but it is better to get the municipality because then you get general local interest and support.

Relations of the municipalities to labour exchanges.

77929. (*Sir Samuel Provis.*) You do not contemplate that the exchanges should be set up by the municipalities all over the country, but by an organisation specially constituted for the purpose, do I understand?—I think I should prefer to have them set up by the municipality, but ultimately I want the management to be in the hands of representative employers and employed. Whether you have the municipality technically above them or not is not an absolutely essential question. I should prefer to have the municipal authority, because it represents the local life of the place, but I think you may deal with different trades in different ways as they are dealt with in Germany.

77930. The municipalities have not shown themselves particularly keen to do this sort of thing, have they?—I think a good many municipalities have made experiments at various times, but I really think very seldom with any perfect understanding of what they would be at, and very seldom realising quite the importance of what they were going to do if they were going to do anything at all.

77931. For instance, was it not the case that under the Labour Bureaux (London) Act, 1902, very little was done?—I think when we took over the London bureaux there was practically only one of them that had any good will—that had any really live business.

London Borough Councils and labour exchanges.

77932. Does not that tend to show that the local authorities would not be very keen to establish things of this kind, or superintend an organisation of this kind?—In London the local authorities were the borough councils, and I certainly should not ask them to intervene in London.

77933. They would be the municipalities, would they not?—In London I should take the whole of London for the municipality.

77934. And have one body for the whole county?—Yes, certainly. At present I think we are rather hampered by the fact that we practically have to set up a separate exchange in each borough whether it is necessary there or not. That has very unfortunate effects upon the geographical distribution of all the exchanges.

77935. The expense of working a thing of this kind will be small?—I think the expense can be reduced to the sort of thing it is in Germany. At present we are costing something about £9,000 a year, I believe, in London.

77936. That £9,000 is for the hire of offices, I suppose, and the payment of a certain staff?—Yes, and postage and telephones and so on.

77937. If the matter was largely extended and you had a central body through whom the whole thing was worked, of course the expense would be increased: is that the expense you propose should fall on the State?—I think the State naturally bears the expense of knitting up the exchanges. I am not sure that I should not like it to bear a bit more in order to encourage the municipalities to set up exchanges, but that is the principle adopted in Germany where the grants from the States Governments are definitely set aside for federating the local exchanges, and then you get the Imperial Government paying for the federation of the exchanges all over the Empire.

77938. I am not quite sure why you thought the Government in England should pay, whether you thought it was to encourage the thing to be done or whether you thought there was some other reason?—I desire it to encourage the thing to be done and to secure co-ordination. It is a grant to be given on condition of efficiency.

77939. If you placed the matter under the local authority, you could say that they shall comply with certain regulations?—Yes. It is a new thing, and I would rather have a perpetual power of adjustment in practice than stereotype conditions at the beginning in an Act of Parliament.

77940. Leaving that now, were you contemplating that the Unemployed Workmen's Act should cease to exist, except in so far as it might properly provide for an organisation of labour exchanges?—I do not think that any labour exchange under the Unemployed Workmen's Act will ever succeed.

77941. Why not?—Because the name "unemployed" is enough to ruin it. We leave it off our notepaper. With regard to the other parts of the Unemployed Workmen's Act, I must simply put my general view that I am not satisfied with the present system of Poor Law in this country any more than I am satisfied with it in Germany. I think they both ought to give way to something entirely different based upon a complete organisation of the labour exchange and the getting of a perfect test of unemployment, but till we get that I feel our best plan in both countries is to go on with the system of which we know something, although it is but imperfect. Therefore I should no more suggest that we adopt the German Poor Law here or add on to it this relief side of the Unemployed Workmen Act, than I should ask the Germans in Germany to abandon their system and adopt ours.

77942. Practically you would not continue the Unemployed Workmen's Act?—No.

77943. You know it is a temporary Act and expires three years after it was passed?—I should like it to expire.

77944. Then you would not make any provision for the provision of work during periods of temporary distress, even although you could not bring your labour organisation into force for some time?—I do not anticipate in the next year or two anything in the nature of a cyclical depression of trade that would make relief works at all appropriate.

Proper method at present of dealing with possible temporary distress.

77945. Supposing there was a very serious winter?—I believe there are resources in the Poor Law to deal with it.

77946. But practically has it not been the case that severe winters have led to arrangements being made outside the Poor Law for providing men with work?—I should let the borough councils go on. I would not try to stop them, although I think they would do harm.

77947. The object of the Unemployed Workmen's Act was rather to deal with difficulties of that kind, to have an organisation of work when there was a period of distress?—I do not think from my reading of the Unemployed Workmen's Act that it was intended to be applied to merely seasonal distress.

Real intention of Unemployed Workmen Act.

77948. Not merely so, but seasonal distress is one thing it would apply to, would it not?—I have not read it as meaning to apply to distress which was no more than seasonal. I will put it like that. There is a rule that a man is not to have assistance in more than two years running, that is to say, supposing there are three hard winters, he is not to get relief. I read that as implying that the Act is specifically an Act for cyclical trade depression.

77949. Supposing you did, in fact, have a severe winter, would you say that the Poor Law could still deal with it?—I am not experienced in the Poor Law, but I do not see that what we do is of any use.

77950. (*Mr. Patten-MacDougall.*) I think you said that, looking to the existing Act, its machinery is, in your opinion, not happily devised?—Yes.

Bad features in Unemployed Workmen Act.

77951. Have you considered at all how, assuming that Act to be re-introduced after its expiration, you would improve its machinery?—Yes. Perhaps I may specify one or two of the unhappy parts of the Act. The first is the existence of twenty-nine independent distress committees. That means that a Central Body in carrying out its work, instead of being able to give orders to its own local officials, has to correspond formally with an absolutely independent body. That adds to the amount of correspondence, minutes and agendas, and all the committee expenses.

77952. That is in London?—I think I specifically limited my statement as to the machinery of the Act to London. It also absolutely prevents any co-ordination or uniformity. I think the principles upon which the Distress Committees go are very different in fact, and it is almost impossible to co-ordinate them. It is impossible to deal with London as a whole. I think the

Question of proportions of cost being borne by the State.

Expense of working labour exchanges.

Central Authority in London itself is necessarily weak because it is composed of delegates who come to it from another body and go back to that other body, and who are practically foreign ambassadors. That is the weakness of a body of delegates which is subsequent to the bodies which it has to control and not prior to them. The Central Body is appointed by Distress Committees, and does not appoint them in any way. I think that is a cause of constant friction. I think the Distress Committees themselves are not well composed. Their business is to sit in judgment, but they are actually composed of all the people who should come as witnesses to give evidence about the individuals. To have on them the guardians and the people experienced in the relief of distress is not really important; those are the people who should be consulted about individual cases. They are not a good judicial body, because they know individuals, they cannot know the district as a whole. I do not know whether I ought to add anything to that. I speak only for London, and I see that this independence of the Distress Committees creates extra expense, is a barrier to efficiency and means a great deal of reduplication of work.

77953. And the administration is not uniform?—It is not uniform.

77954. They do not adhere to the regulations of the Local Government Board, is that what you mean?—I think a great many of them say it is necessary to apply the regulations in a very elastic manner. That is because the people regularly employed do not apply in any large numbers.

77955. How would you re-adjust the composition of the Distress Committees?—If I wanted to give the Act a chance of success in London, I should say that there should be no independent Distress Committees prior to the Central Body, but that the Central Body, if it wanted to keep as close as possible to its present constitution, should have one member from each board of guardians and one from each borough council. Then your local work of registering the unemployed could be done by officials directly under that Central Body, who might have a consultative committee, but I would have that committee appointed by the Central Body and subject to the Central Body. This only refers to London.

77956. You told us, I think, that the printing bureaux covered the whole German Empire?—Yes.

77957. Does that mean that anyone wanting employment in a printing establishment must apply through the bureau?—Any man wanting employment in a printing establishment belonging to the Employers' Association. That does not include absolutely all printing establishments but it does include nearly all. There are a few establishments outside. I ought to add also that I believe that the rule about taking men on only from the exchange is not absolutely enforced in that trade. It is practically the rule, but if an employer knows a man specifically he can send for him.

77958. How many bureaux are there dealing with this printing trade?—I am afraid I cannot answer that off-hand. I can let you have that. My impression is there are about forty-two districts with main bureaux,* and I expect there are smaller houses of call scattered over other towns.

77959. And with separate administrations in communication, I suppose, with their centres?—The whole of the administration is in close connection with the administration of the collective agreement as to wages and conditions arrived at between the two associations, the employers and workmen.

77960. Then it is not a joint association, so many representatives of the employers and so many of the workmen?—The management of the whole system is under a joint committee of employers and workmen.

77961. Actually represented by them?—Yes; in fact it is a conciliation board: it has just taken on the business of being the labour exchange as well.

77962. I think you added that in Berlin there is a similar system of labour bureaux applicable to the brewery industry?—One bureau deals with all the breweries.

77963. That does not extend beyond Berlin?—There are some in other towns. In Frankfurt I believe there is one, but I only studied the Berlin one.

77964. Are the other trades following the example of the printing trade and establishing bureaux everywhere?—There is a general movement to have bureaux, but a great many of the trade unions and employers simply decide to use the municipal bureaux for all their men. In Munich, for instance, I was told by one leading trade unionist that all the trade unions there were quite willing to give up their own exchanges and use the public exchange if the employers would pledge themselves to use the exchange for all their men. There is a great movement towards the organisation of the search for work in Germany.

77965. That is rapidly growing?—I think it is rapidly growing.

77966. (Mr. Loch.) In the case of these printers to whom reference has been made, I think you said that some of them belonged to trade unions and some did not?—Yes.

77967. Does any question of difference of wage arise between the two?—That system of bureaux being managed by the employers' association and the men's association only supplies men to employers belonging to the association, and therefore pledged to certain rates of wages. It also will only register men who come from a fair house. In fact it is a very efficient agent for enforcing the standard rate.

77968. That is to say it in itself is an organisation for trade purposes?—Quite.

77969. Self-constituted?—Yes.

77970. Although some may belong to the trade union and some do not?—Yes. I imagine that almost all do belong to the union.

77971. (Mr. Gardiner.) Is a blackleg held to be eligible?—What do you mean by a blackleg?

77972. A blackleg among the printers?—A man who does not belong to a trade society is eligible, but a man whose last job has been in an unfair house is not eligible. The exchange is impartial on the question of non-unionism or unionism, but it is very strict on the question of standard wages.

77973. (Dr. Downes.) Who decides what is an unfair "Fair" and house or a fair house?—The members of the employers' association are fair houses, printers who are not members are unfair houses. The thing is so strictly organised that the little establishments outside do not count much. That is the impression I had given me.

77974. (Mr. Loch.) On the other hand, if there were a large number of houses outside the union there would still remain an unorganised area?—The danger of the rule that you shall only supply men at the standard rate is that you leave out just the people who most want the elements of organisation.

77975. That is what I was driving at?—Certainly that is the danger.

77976. Can you say with regard to any of these trades other than this that there is any hold on those outside men who have been earning a lower wage, whether rightly or wrongly, so that they are brought into the advantages which the unionist has by reason of his organisation? I mean in this way: I take it there is outside the organised trade, as in this case, a certain fringe of people who are not in the organised trade, but need the advantage of the exchange as much as their neighbours do—does the bureau deal with that class outside the organised trade?—This printing trade exchange is quite exceptional in Germany. I do not want it to be taken as the type. The type in Germany is the public exchange, which in every case in which I made inquiries (and I made special inquiries) takes no account of the rate of wages or the conditions of labour. In every case it acts simply as the market place both for men taking only the recognised rate and for others.

77977. Then gradually the rules will apply that the bureau of the municipality, if it works well, will be giving opportunities to people outside organised trades just as if they were in the organised trades?—Yes, certainly.

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General spread of labour exchanges in Germany.

Attitude of labour exchange in German printing trade to questions of wages and non-unionists

printing trade in Germany.

Attitude of ordinary public labour exchange in Germany to wages and conditions of labour.

* The number as given in 1906 is 45.

Mr. William H. Beveridge. 77978. Can you say whether in the result the unorganised trade so helped has, as a matter of fact, been able to get through its winter's work better than it would otherwise have done?—That is a very difficult question.

Effect of labour exchanges in Germany on unorganised trades and unemployment in general. 77979. Is there any evidence to show that the existence of the bureaux has affected this fringe of men, those outside the organised trades, and has thus led to the prevention of distress?—Practically that comes to asking if there is less unemployment in Germany than in England?

77980. The piecing together of the unemployed at times, as you have yourself suggested, has it led to the result which you yourself have supported?—As far as the figures go there is much less unemployment in Germany than in England. I do not know whether the figures are to be trusted. It is definitely stated by the people who advocate the labour bureau that this is due to the labour bureau, but, of course, that is an *ex parte* statement.

77981. Even as it stands do the figures show that your idea of the labour bureau acting in regard to this particular class is effective, that is to say, there is as a result more employment?—With regard to the unorganised classes?

77982. Yes.—There are no figures about that, because they do not distinguish between the trade unionist and the non-unionist at all in these public bureaux.

77983. Therefore, from the statistical point of view one has not quite the data one wants with regard to this particular point?—No.

77984. In Paragraph 7 you say there is a minimum of about two below which the unemployed percentage of trade union members never falls. That minimum of two, I presume, includes all sorts of causes for non-employment, sickness and everything?—Not sickness, strictly speaking.

77985. Have you analysed it?—I have not analysed it; I have tried in several cases.

77986. I take it that the result of your method, if applied everywhere, would be practically to bring such an amount of labour into the market that there would be no reserve of men unemployed.—I do not think I shall ever get to that ideal state, but I certainly wish to reduce the reserve of men in each trade.

77987. Is not the call on the reserves frequently at the same time in different places so that it is very difficult to call from one reserve to supplement another?—That, of course, is putting to me the problem of seasonal supply, to which I definitely say the exchange does not apply.

77988. Not necessarily seasonal, it may be that it is due to particular demands which are temporary and not seasonal, not repetitional at all?—It may happen that the same cause affects a lot of employers altogether, and they all want men. I quite agree that they may conceivably have a difficulty in getting them, but I think that they will have far less difficulty under the exchange system than any other, because after all the exchange is going to be able to call on the reserve of the whole country. The employer at present has men outside his gate. He will in the ideal state not have any men outside his gate, but he will be able to call for them from all London.

77989. You are inclined to think that these unemployed or under-employed men, are interchangeable, that is to say that they will do equally well here or there and can be removed?—Here one must answer by a distinction; the under-employed men who get the lowest wages are least skilled, that is to say they are the most interchangeable. In the least skilled occupations you have both the greatest need for organisation for moving labour (because the men having low wages cannot stand much unemployment), and the fewest obstacles to such movement, because you can transfer labour from one unskilled occupation to another. You cannot make a carpenter into a bricklayer, but the carpenter can stand much more unemployment than the labourer, because he has much higher wages. The requirement of special skill, while it stands in the way of mobility of labour, also makes it less necessary.

77990. On the other hand, in dealing with unskilled labour, do you not deal with a certain inability almost

to move, and a feeling of the undesirability of moving on the part of the men, so that they are less venturesome and in many other ways less inclined to move. Will that be a block rather to your suggestion of bureaux?—I suppose it is a very common thing for people not to like to move but I think there are not many men who would not rather move than starve; that is the question.

77991. You have to leave it to that issue finally, move or starve. Are you prepared to do so?—Perhaps I ought to say "move or the Poor Law."

77992. Are you prepared to leave it even to move or the Poor Law?—That depends on the particular conditions; in the normal case certainly yes. Of course, there may be exceptional depression in the special place which has to be tided over.

77993. Generally speaking, your position is that a Labour new man introduced into the community of workers exchange makes not only a place for himself, but more work for another man industrially?—That is the evidence of the growing productivity per head of the nation.

77994. That is the basis of your major proposition practically?—It is the broader proposition, but it really is not necessary for my practical conclusion as to remedies.

77995. I am not sure that it is not.—I should like to make that quite clear, it really is not necessary for my practical conclusion.

77996. Then, again in a time of distress, when there is a general pressure, will labour exchanges function, because there will be no place, will there, from which the men who want work; there will be no place to which to send the men who want work?—Of course, at a time of trade depression the activity of the exchange will be less, but it certainly will not disappear. In Germany, for instance, in Munich, I think the numbers in 1902 dropped from perhaps 52,000 to 50,000 vacancies filled.* You do see the effect of a depression, but I do not think the depression is so deep as to stop the activity of an exchange, or very seldom.

77997. Of course, in London you are dealing with very large numbers, if you take for granted that the numbers put down on the register are to be considered, so that those numbers would imply very considerable difference in the figures, whether they rise or fall. Do you think you could control a market of that size?—I do not quite follow.

77998. In Munich you are dealing with a comparatively small number?—Yes.

77999. You say a drop of 2,000 makes the difference between a bad year and a good?—That was I think in 1902.

78000. In London the proportion would be entirely different; the drop between a bad and a good year might be hundreds or thousands, who would represent more or less your unemployed?—The drop in numbers would naturally be greater in London than in Munich.

78001. Does it follow from Munich or any such suggestion of that kind that you could control such a market as London with your labour bureau system?—I think the larger the market the more easily you can meet deficiencies in one place and supply excess in another.

78002. Is that really so? Does it not really largely depend in a place like Munich or Berlin even, upon a knowledge of the district and the people, which you would not have dealing with the very large number in London?—No, I do not see that.

78003. You do not think that the size of the problem in London invalidates in any way your conclusion drawn from Germany?—It puts some fresh difficulties in the way. In Berlin you have only one central exchange sub-divided for administration according to trades and occupations. You get as a matter of fact a former employer and a trade union secretary as the two joint officials of the exchange in that particular trade, and they know all about it; they are experienced men. The advantage is that you can divide the administration according to

* The correct figures show a drop from 45,173 in 1901 to 40,513 in 1902.

trades and not according to localities. In London we have to have these exchanges in different districts, each dealing with all sorts of trades. That is a difficulty.

78004. Is it not also the fact that in London you are dealing with the large outside trades, and that they have no organisation on which to depend, as they have in the case of an organised trade?—I do not think that is a difference between here and Germany.

78005. It may not be so, but it is a problem of difficulty here. I could not get from you the number of those outside trade unionists that were dealt with by the bureaux in Germany?—Because it is the first principle of the bureau not to ask whether they are trade unionists or not; therefore it publishes no statistics. I could give you the number of trade unionists in Berlin, compared with the total population.

78006. That might show whether it was to any large extent affecting the demand for labour in the place. Judging from one's experience of bureaux in the past they have been very small institutions, not really touching the labour demand of the unskilled type in the place at all?—I should not think there has been a single bureau in England which has yet been an important or indispensable industrial institution.

78007. Another point which is of importance it seems to me is this; you say in your last paragraph "that in order to be effective they"—that is all these remedies—"all pre-suppose the organisation of the labour market, the bringing together under public, or semi-public control of the whole process of industrial engagement." They pre-suppose that; does not that mean that to carry out your proposal you must first of all bring labour under public control?—No, I do not think so. The labour market is not the whole of labour.

78008. But your phrase here is very broad; it is organisation of the labour market, the bringing together under public or semi-public control of the whole process of industrial engagement—the whole process?—If that has been misunderstood, I am quite prepared to leave out the "whole." The word "whole" simply meant the process of engagement in all industries.

78009. You would have to bring your trade unions, and all the rest of it, under a sort of industrial régime?—Not in practice.

78010. I suggest that these words are open to that construction?—"Public or semi-public." I think I should call the control of a representative association of employers and employed semi-public.

78011. Of course, "semi-public" may be defined?—I define it in that way.

78012. On the other hand, it leaves one with this difficulty, till you do organise the outside labour it seems very hard to make it do anything that you want. I do not see that you make any suggestion towards that excepting this paragraph; possibly it may be elsewhere. So that the major difficulty, it seems to me, remains, that this group of people passes through the hands of the bureau or stands aside: they are not brought under any industrial control so as even to be obliged to use the labour bureaux?—I think they are. If the employer says: "I am going to take all my labourers from the bureau," the unskilled labourer will necessarily go there to be taken on; and personally, I hope, his going there will be the beginning of a further organisation. I think the man who stands alone is always lost.

78013. I agree as to that. There is just one other question I want to ask, and again it is a question of organisation; you have suggested what, I think, is an important question, namely, that of an insurance fund. There again something like organisation must hypothetically exist if you are to take the next step?—Yes.

78014. What would you suggest as the basis of organisation before we could take such a step as the insurance fund, not dissimilar necessarily from a trade union fund which might be established for such a class?—The first step in organisation is the labour exchange. I can only repeat that I am perfectly clear that it is the first step, because it is the easiest thing to do. You get your employer to say: "I will go to a centre," and then the men of the unskilled trade go there. Having got that, you can introduce voluntary insurance funds. Personally, I hope the

men, having their work more regular, would themselves organise trade union unemployed insurance funds. Apart from that if you have a bureau you can say to a man: "Come and register and pay in so much, and when you are unemployed you will get this benefit," but you must have the exchange in order to test whether the man is really unemployed against his will. From an insurer's point of view, the only way of determining a claim to an insurance for unemployment is an exchange; that is the utility to a trade union of its registration system.

78015. Do you see any possibility of a fund being created in connection with those men who are more or less regularly employed at large docks or any other large business?—I think the more regularly a man is employed the more easy it is to create a fund in connection with him, but our difficulty is with the men who are not regularly attached to any one business.

78016. I am speaking of the men outside trade unions who have no organisation behind them and therefore do not have an employment fund?—I think if they get employed together they probably have their own shop clubs or something of the sort.

78017. Would you put the shop fund as equivalent to the unemployment fund which the trade union has?—No, I think the trade union unemployment benefit is one of the best instruments yet devised against unemployment.

78018. You admit there is that class of not-so-regularly-employed man often connected with a particular institution or business, but you do not think there is any way in which they could provide for their future as things stand, apart from personal thrift?—I think there are any number of ways.

78019. Would you suggest any?—They could subscribe to a factory fund.

78020. That would turn, would it not, upon the manager of the factory having practically the management?—I think when you get a factory where the men are not unionists at all, it is likely enough the employer is doing something of the kind.

78021. Do you think something could be done systematically, so that in an employment of that kind there should be what is equivalent to a fund?—Yes, I think more could be done. I think the difficulty about unemployment and the grouping of it about a particular factory is that when a man is discharged from a factory he does not know that he is coming back to that factory; he is simply cut adrift. That is the advantage of a trade organisation; he has the advantage if he goes to some other factory.

78022. You do not see the way of getting over that difficulty?—I have not considered your case. The man who is regularly attached to a factory is much too well off for my experiment.

78023. But irregularly?—Who is well attached to a factory.

78024. Your reference to this insurance fund led me to ask the question?—I think a good deal could be done. I believe, in the extension of unemployment insurance you have one of the great general methods of dealing with this problem.

78025. (Miss Hill.) You speak about the relief works in your 46th Paragraph, and you say they cannot be confined to men previously in regular work, they cannot be made less eligible than casual employment, they cannot be made long enough. You also speak in Paragraph 44 of the members of any distress committee and of the central body as having no qualifications for managing large contracts for excavation, roadmaking and sea-walling. I gather from that that you would rather feel that all those relief works do not educate the men to work, that the standard of work could not be kept up because there was no motive to make the men do their best and no controlling power which kept them up to the mark?—I think it is extremely difficult to keep up the standard of work. I can base that on the reports of individual men of good character who have been sent to the relief works.

78026. That would be a very grave reason against relief works, that they really do not raise the capacity

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Possibility of unemployment insurance for unorganised workmen.

Uneducative character of relief works.

Mr. William H. Beveridge. of the people who were accepting work under them as a rule?—I do not think our relief works as distinct from our training colony are doing anything to raise the capacity of the people.

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78027. That is your experience?—That is my impression, certainly.

78028. That is the reason why you would rather place any such work under the schools of forestry or the people who really had some experience of what ought to be done?—If you want to have the work done properly you must have it done under people who know something about it.

The proper standard to be demanded of men for whom work is provided.

78029. You must not give the work as charity, but because the men are willing to do it, and are capable more or less of doing it?—If I wanted to have work for a time of exceptional depression I should put it in the hands of people who knew about that sort of work. I should apply a standard of competency. I should expect the men to earn the money. In distress work the men do not earn the amount of their money; they are employed because there is distress.

78030. It would be difficult to make them earn the money if it was work for which they were paid whether they did it or not?—Of course that is so.

Statistics of situations filled by London labour exchanges.

78031. (*Mrs. Bosanquet.*) You give us some figures in Paragraph 41 as to the number of situations. Could you tell us at all of what type they were?—I have some figures which have been prepared for me in the central office which I could give you. I am afraid they are not as complete as I should like, but the Commission can get much more complete figures from the full report. The situations filled in the six months ending June 30th, 1907, were 8,737. Of those, 2,460 are temporary in the sense that they are known to be for less than one month; and 6,277, or 72 per cent., are permanent in the sense that we do not know they are for less than one month. I do not think it is at all possible to get anything more accurate than that. Further, of those situations 2,909, or 33 per cent., are classed as skilled; 2,020, or 23 per cent., as for skilled labour; and 3,808, or 44 per cent., as unskilled. I could also give the separate groups of trades, but all that will be very fully before the Commission later.

78032. Will you tell us how many of your situations were found for the same man over again?—I am afraid I cannot give you that now. I will make a note and see if we have information on that point. (Subsequently sent, See Appendix No. LXXXVI(B)).

78033. I suppose it is known to the people whether they have provided a situation to a man before or whether it is the first time?—Of course, they know the men for whom they find the situations.

78034. That would be recorded?—Yes, I will try to get it out.

Attitude of trade unions to labour exchanges.

78035. My great difficulty about the labour exchange lies in the question of trades unionism. I do not see how that is going to be got over. Can you suggest any way?—Only by persuading the trade unions that labour exchanges are absolutely necessary for them to get very much further with their organisation, especially in the unskilled trades.

78036. They always bar, do they not, any situation being found for a man under the trade union rate of wage; that is the inflexible attitude?—That is the proposal that has been made to us in a letter received from the joint board which represents the trades unions.

Effect of attempt to extend the functions of labour exchanges.

78037. Is it possible to extend the exchanges to any extent?—I think that condition applied generally would absolutely prevent one beginning with the organisation of the people whom it is most necessary to organise to prevent them from standing alone. I think the demand is based upon a complete misconception of what you can get and what you ought to get from an exchange. You cannot use a market-place for more purposes than to be a market-place without tending to frighten off everybody. That I would say in the abstract. It is also the experience of Germany, where you had exactly the same sort of demand, where that demand has now been practically abandoned because it was found if you tried to make your exchange directly the means of promoting the interests of one side against the other you got, of course, the other side violently opposing those exchanges, and the thing coming to an end.

78038. My second great difficulty lies in the foremen. Do you see any way of getting over the foremen who like to look after their own men?—Of course, the foreman has very often an interest in keeping a little coterie of men hanging about him. It is a financial interest, and it gives him patronage, which is very valuable. I think we should have much more difficulty with the foreman than with the employer, but one must simply try; and, of course, there are certain trades with which one can begin in which the foreman difficulty is not so serious. Also I ought to say this: that of course one begins with the casual fringe at the bottom, the casual people whom the foreman does not know, whom he takes on anyhow. One persuades the foreman it is better to get those men from the exchange than from the public-house or the street corner. I think one can begin there. I quite know that the foreman system is a practical difficulty.

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Attitude of foremen to labour exchanges.

78039. It would be rather detrimental to the reputation of the bureau to begin with the low-class men; you would have to begin with the high-class men?—I would begin wherever I can.

78040. You would want to have a good standing?—I desire to begin by substituting the office of the bureau for the public-house as a house of call. I use the public-house as a type of the unorganised centre at which men are now taken on.

78041. Do you think it would be a desirable thing to do to link your exchanges with the schools, and get hold of the lads as they are leaving?—I think it is very important to do that. I should like to put in a memorandum which I have just drawn up upon this very point. It is not an argumentative memorandum, it is merely a business memorandum made for the Exchange-Committee putting the reasons why I think the educational authority ought to support the exchanges. (See Appendix No. LXXXVI(C)). I should say again in Germany this is one of the most important things that the exchanges attempt.

Importance of linking labour exchanges with schools.

78042. Is there any system there of referring the boys to the exchange as they leave school?—Yes, before they leave; during the last month or two they come and register regularly at the exchange, and their places—their apprenticeships and so on—are fixed up for them before they leave the school.

Connection between labour exchanges and schools in Germany.

78043. Does the man in charge of the exchange use any advisory powers in dealing with the young people, or is he completely neutral?—At the only exchange where I saw this, or might have seen this, in practice the whole process of placing the boys had come to an end, because there were no boys to place. The school age had been raised suddenly by six months or a year, and so no boys were leaving the school at that time. I understand that one of the objects of the exchange's activity is to check the tendency of boys and girls to go into some factory industry where they learn nothing, and encourage them to go to a trade where they learn something.

78044. (*Mr. Chandler.*) In Paragraph 7 you say: "The over-supply of labour in all the low-skilled and unskilled occupations is notorious." I suppose we may take it that is your opinion applied to the country generally, not London in particular?—I speak with much more certainty about London, but in a great many other towns it is notorious. I can mention other towns that I know of.

General over-supply of labour in all the low-skilled and unskilled trades.

78045. I think it is unnecessary. I think it is pretty well known. In Paragraph 18 you also give two or three sources from which you say the casual fringe at the bottom of nearly all occupations are recruited from. That source of supply, I take it, in your judgment will still continue, will it not?—Yes, but my whole point is, that if you merely turn a man out and he has nothing to keep him going along in a miserable state of life you do not produce this particular evil of casual labour. It is the fact that these men can get just a little work to get along with that prolongs the evil. If they could not get casual labour you would have a definite problem to deal with at once.

What perpetuates the casual labour class.

78046. I think we may take it that if it were not for that particular class your distress committees would have had practically nothing to do?—I think they might have had

something, but I know that really it is a very great difficulty to satisfy oneself honestly about any applicant to a distress committee that he has been regularly employed in the recent past.

78047. I was speaking more of the lower skilled or unskilled man who had no trade whatever to his hand?—You mean are most of them unskilled?

78048. Yes?—Certainly.

78049. In your proposed method of rectifying this state of things by the introduction of more continuous labour you may displace a very large number, and that will increase that number for the time being?—It will increase at the time the number of those wholly unemployed; it will turn a reserve into a surplus.

78050. In answer to Sir Samuel Provis you gave us to understand you were prepared to see the Unemployed Workmen's Act lapse, and in the meantime, pending the establishment of your labour exchanges of which you are so hopeful, you would have to have the Poor Law deal with all that class of people?—I should submit to the continuance of a rather unsatisfactory state of affairs. I do not think we improve it substantially by the Unemployed Workmen's Act.

78051. In that method of labour exchanges I suppose you contemplate providing funds for transferring persons from one part of the country to another out of the local rates?—That, of course, is already provided under the Unemployed Workmen's Act, and I think I should continue that.

78052. You would continue the Unemployed Workmen's Act in some modified form?—No, only that provision for migration.

78053. In your experience on the distress committee did you utilise that provision of Article 4 for transferring unemployed workmen to other parts of the country where work could be found for them?—It is utilised by the Central Body. I do not know whether it is utilised to any great extent.

78054. With regard to your last paper dealing with the labourers' unions, those are the men I have really in my mind just now, there are no statistics possible to be obtained from the Board of Trade Labour Department which will give you the number of unemployed organised labourers?—I think there are no statistics about it. I believe that some of the unions of the unskilled labourers do try and keep some record of their unemployed, but I believe there are no regular statistics.

78055. All those statistics you have given relating to trade unions and to the unemployed percentages, of course, only apply, as you truly put it, to about one-third of the trade unionists in the country?—Yes, I ought to make one small correction. I believe there are a certain number of unions giving unemployed pay which do not appear in this unemployed percentage, therefore possibly the number is just a little above one-third, but I think substantially the fact that one-fourteenth or one-fifteenth only of the working classes of the country are in such unions is true.

78056. So that any percentage or conclusion we may draw from them, if we take a separate trade, is pretty reliable as the percentage of any particular trade, instead of grouping them all?—I think it is necessary to take each trade separately. If you take them separately, I think the figures apply to the unskilled labour of the trade, because the unskilled labourer depends upon the skilled man.

78057. (Mr. Phelps.) When you use the expression over-population, and your remarks about it, do I take you to mean that, speaking generally, since the world began, everybody who has come into it has produced more than he has consumed?—I do not desire to go back on such ancient history. I thought it was sufficient to take the Fiscal Blue-book from 1878 onwards. I did not go further back than that.

78058. Have you considered the question of over-population from the point of view of the possibility of continuing the rise in the standard which has been going on in the last half century?—Would you mind explaining?

78059. I can quite understand that the growing population might be consistent with the development of trade and so forth, and it might be consistent with the permanent

rate of increase in the population, but it might not be consistent with the same growth of standard of living on the part of the working classes that has obtained. The standard of living of the working classes has improved very much in the last fifty years, and that has implied a considerable increase in the production of wealth?—Yes.

78060. Unless that increase goes on proportionately increasing it would not be sufficient to maintain the same rise in the standard progressively?—I should suggest that the rise in the standard is determined by the amount there is produced.

78061. You do not see signs that the standard is beginning to falter?—I see no signs.

78062. You think on the whole the evidence is that the increase is sufficient to go on maintaining the rise?—I cannot bring the figures up to later than say 1903 or 1904, except as to wages. Wages are going up again now. I see no evidence up to the latest one can get of any faltering.

78063. The point which people often make, that the growth of population has gone hand in hand with the fall in the price of food, need not necessarily prove more than that it might be consistent really with a cessation of rise on the part of the standard, so to speak. However, I do not want to press that question. I gather the main object you aim at is practically to improve the mobility of labour?—Yes, I want to begin by organising the labour exchanges; there are a good many uses to which you can put the labour exchange afterwards to which I attach great importance.

78064. One of the great difficulties is the absence of mobility of labour, and you want to improve the machinery for the opportunities for it?—I should rather say the great difficulty was the increase in the need for mobility. I do not say that workmen are less mobile than in the past, but they need to be more mobile.

78065. The question I want to ask is this, do you think there are many artificial obstacles to mobility which you would wish to see abolished?—All casual charity is one of the great obstacles.

78066. From what point of view would you regard that as an obstacle?—Because it keeps people in a district irrespective of the industrial need for them there.

78067. That is to say the connection of charities with locality is a great hindrance?—Yes, I should think so.

78068. The fact that you must live in a particular parish to have a particular charity is a great difficulty?—I should think so.

78069. Do you think that the evil of charity could be reduced by extending those areas practically?—I am afraid I have not thought of that point. I have no doubt that could be reduced.

78070. Do you think, on the whole, that the Poor Law, as at present administered, is an obstacle?—It is administered in so many different ways, is it not?

78071. Do you think the law of settlement is an obstacle, for instance?—I am willing to answer, but I really do not know about these questions at all. I would rather not answer them.

78072. Taking another difficulty in the way of mobility from the point of view of successive generations, the tendency is very much in England, is it not, for one generation to follow in the footsteps of another, to follow in the same employment, speaking roughly?—Once again, I should not like to generalise. The only statistical evidence about that which I have just had goes the other way.

78073. That sons do not go into their father's business?—As far as skilled and unskilled labour is concerned, from a certain number of cases in Stepney. I feel that is no basis to go on. I have no general knowledge on the point.

78074. You do not find that skilled labour is becoming to any extent a caste?—No, I should have thought that there was no definite evidence of that. I have none.

78075. Should you think that there are many instances of people being the sons of unskilled labourers who have become artisans?—I have not come across many; I have not studied that question.

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Rise in Standard of living of the working classes.

Labour exchanges and mobility of labour.

Charity as an obstacle to mobility of labour.

Uncertainty as to whether there is tendency for sons to follow father's trade.

Mr. William H. Beveridge. 78076. I gather that in Germany practically any influence which the family would have in that direction is counteracted by the superintendent of the bureau?—
14 Oct. 1907. How?

78077. You said in answer to Mrs. Posanquet that his position was an advisory position; that he told people what they ought to do and where they had better go?—He asks them what they would like to do and then he consults with them, and they always tell him the opinions of their family; I do not think he does violence to the family feeling.

78078. (*Chairman.*) Is it not the fact that in Germany employment is very much more hereditary than it is here?—That I really cannot say. The superintendent has a sort of policy about boys that they had better learn something rather than not learn something. That is about all it comes to.

Question of
apprentice-
ship.

78079. (*Mr. Phelps*) How does the development of technical education in Germany work in with this?—That I am afraid I must say I know nothing about.

78080. Do you know how far it really takes the place of apprenticeship in the old English system?—I do not know. I merely know that of course there is much more apprenticeship in Germany than in England.

78081. Do you think it is possible in this country for technical education, as directed by the State, to take the place of apprenticeship?—I have not considered that. I think it is necessary that something should take the place of the old formal binding of apprentices, because I think that is going out.

78082. Do you think you can really give people opportunities of that sort by the spread of technical education?—I have not considered that much, I am afraid.

78083. You say, I gather that at the back of all the causes of unemployment you find variations in demand?—The disorganisation of the labour market I have called it.

Effect of
irregularity
of demand
upon the
labour
market.

78084. The disorganisation of the labour market; but would you say that there was anything on the other side of that, that that disorganisation is due to the irregularity of the demand, not merely the length of it, but the commodity?—I do not know that I would say that.

78085. Take, for instance, such a thing as fashion?—That produces great variations.

78086. It would be answerable for a good deal of the irregularity of employment?—Yes.

78087. Take a thing like lace at Nottingham as a case in point?—I have not gone into the reason of the irregularity of the demand of the individual employer. I start from the facts that you have the irregularity of demand on the part of the individual employer, and that there is no machinery for running together the demand of different employers at present so as to regularise it.

Comparative
advantages
of labour
exchanges
and attempt
to regularise
demand.

78088. Must not we go further and see if we cannot educate the consumers and regularise the demand in that way?—Everything you can do in that direction is good, but it is much harder to interfere with the demand, and, as it were, to force the employer to make his business regular, than it is to induce him to take his men from an exchange rather than from the street. It is simply a question which is the easiest thing.

78089. Are you not trying in a way to palliate an evil instead of going to its root? That is what was in my mind?—I am going as far as I can along this line. When I can show I have organised the labour market as far as I can and have eliminated all the irregularities that result from the market being split up between a number of different employers, yet there are still fluctuations which are due to fashion, then I shall have a good stick to hit fashion with. At present I have not.

Advantage
of labour
exchange as
"test of
unemploy-
ment."

78090. Would you explain a little further your expression "test of unemployment"?—I will explain it by reference to the troubles of distress committees. We are told to assist men who are "temporarily unable to obtain employment through exceptional causes beyond their control." We have no machinery for discovering whether the men are in that state. What we can do is to find out why they left their job in the past. We have nothing to tell us why they cannot get a job now, or whether they cannot get a job now. What

we know about their past is absolutely no evidence, logically, on the one point whether they could get employment now if they looked for it. If we could get the demand for men concentrated at one place we should know at once how many men were in excess or if a man were in excess, and if he was unemployed we should know whether it was against his will. I attach considerable importance to that. I think the labour exchange in that sense is a pre condition of any honourable form of relief for the unemployed; it is the only possible alternative to the extreme deterrence of the Poor Law that you should be able at once to test automatically and directly whether a man is unemployed of his own will or not. You can relieve him honourably because you know the moment there is a job for him you can offer him that job, and he has to do it or give up the relief.

78091. Do you think that the deterrents that have been suggested or applied as a test of unemployment as "tests of unemployment." Deterrents
have failed?—I do not see how deterrent is a test of unemployment.

78092. Surely you come in the last resort, do you not, to the application of a deterrent?—I think you must have some form of deterrent on your ultimate system, the means of saving people from starving, but if you want to do more than save them from starving i.e. if you want to support them in a manner that will not hurt their self-respect, you must have some other test. I say that in a completely organised labour market you can get a direct test of unemployment, whereas deterrents are no test of unemployment at all.

78093. In the last resort I suppose if a man did not avail himself of the opportunities given to him you would be prepared to subject him to penalties?—If a man will not work I do not think you need waste any pity on him. You have to deal with him in certain ways. At present we do not know whether a man will not work or simply whether he cannot find work, and we treat them all alike. Treatment of those who
work.

78094. (*Professor Smart.*) I suppose you are aware that your statement is not very easy reading?—I have been told so; I must apologise.

78095. On the contrary, that is rather the principal interest for me; but so much seems to depend upon your premises. I should like to take you over them in my own way to be quite clear that I do understand them. I think one point of your paper is to show that we cannot find a cure for unemployment unless we diagnose the industrial world better than we have done?—Certainly, I think that is an industrial problem. Correct
diagnosis
necessary
before un-
employment
can be cured

78096. You think one mistake we have made, for example, is in thinking that the evil of unemployment is temporary, whereas you consider it is permanent?—Yes, I think that is one of the mistakes we have made. At the same time I want to make it quite clear that there can be a chronic problem of unemployment without there being over-population. Unemploy-
ment not a
temporary
evil, but
permanent.

78097. So your diagnosis is contained, I think, in the single phrase "industrial mal-adjustments"?—I should not stress the word too much, but I mean the phrase "industrial mal-adjustments" to exclude the idea of over-population and of an excess of births. "Industrial
mal-adjust-
ments" the
correct
diagnosis,
not over-
population.

78098. May I put that point this way; you say there is no evidence whatever that the people of this country are producing less per head than they ever did; on the contrary, everything goes to prove that they are producing more per head?—All the statistics of consumption of raw material in all the principal manufactures (I have those here), all the statistics of foreign trade per head, and all the statistics of rising wages go to prove that each man seems to be finding more working room and not less on an average all through the nation.

78099. And still that is quite reconcilable with the fact that there is now a great deal of labour which has difficulty in finding steady employment?—Yes, I think that is consistent.

78100. You would say the employment of the labourer is not in his own hands, but in the hands of the employer: the employer seeks the man and the man seeks the employer, and there is a possible dislocation, or what you call mal-adjustment?—Yes.

78101. Possible seeking and not finding?—Yes.

78102. Then, again, owing to nature and owing to the want of training, the labour which employers want may not be the labour which is offering, and there is another mal-adjustment?—Yes.

78103. And thirdly, the demand for labour, from the nature of the labour may be intermittent, and it may suit the employer if the supply of labour is intermittent also?—Yes.

78104. So when employers and employed are left to seek each other there is always this chance of dislocation, and you think the time has come when society should see if it cannot do something to bring the two together instead of leaving them to seek each other?—The recognition of that necessity is one thing I wish to urge upon this Commission.

78105. That is a function of the labour exchange?—In a perfectly general way. It has specific uses besides.

78106. With that I agree. I want to know if you agree with me in this, that the problem is to a certain extent a new one, and that is the reason we have not recognised it before?—I cannot speak very well of a distant past, but I am inclined to agree that it is a new problem.

Changes in the character of the problem of unemployment.

78107. For what reason, may I ask?—When industry was stereotyped and local, all a man had to do was to learn a trade and get into it in a particular village, and he was pretty secure there for the rest of his life. Now industry is in a state of perpetual flux, both in regard to the sort of labour required and in regard to the place where it is required. The mediæval workman had only one business problem—he had to work. The modern workman has two absolutely distinct functions—he has to work to satisfy an employer, and he has to be constantly finding a market for his labour. These two functions compete with one another; the more trouble he has to find the chance to labour, the less efficient he is as a labourer; and the more time he puts in in finding the work, the less is the time during which he is at work. In that sense it is a new problem, because industry is no longer stereotyped and local, but is in a state of perpetual flux.

78108. I am alluding to a further question than that, namely, the problem of the last few years. Would not you say that the demand of the employer on the labourer is now becoming more stringent, especially in the great fields of manufactures. He is asking labour to do things which labour never did before, inasmuch as he is asking labour in many fields to compete with machinery, and so is carrying the human standard to a very high point?—I have no evidence of that one way or the other.

78109. Do you not think it is a disadvantage?—I cannot explain it, because I have no evidence against it. I think it is possible.

78110. It is certainly my experience, that nowadays labour finds it more difficult to compete unless it can find a sphere where machinery is not employed, and many men are utterly unfitted for that sphere. If that is the case, it leads to rather a curious conclusion, that the more perfect your industrial organisation is the more possibility there is of large classes being left out?—I do not see that. Perhaps it is only a question of words, but I should say the more perfect your organisation the less there was in it to create these weaker and half-employable classes. It is a great defect, I think, of our present imperfect organisation depending upon the use of the casual labourer that it fits the people for nothing better than casual labour. I think that really I have not the experience upon the points which you are trying to put to me.

78111. I dare say I am thinking rather of the higher employments; the second and third rate artisans and artists would be left out altogether?—I have not the experience, therefore I would rather not speak about it.

78112. In Paragraph 5, and the paragraphs which follow, you mention three specific industrial mal-adjustments: the over-stocking of every trade with labour, that is your first; then permanent changes of industrial conditions is the second; and the third is the fluctuations of industrial activity?—Yes.

78113. Take first the second of these for a moment, that is the change of industrial conditions. You give three types there: the decay of a particular industry, the removal of an industry, and the changes of methods.

You say the common feature in all these types is that *Mr. William H. Beveridge* for the individuals concerned they involve a permanent displacement from their chosen and familiar occupations?—Yes.

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78114. I would ask if you do not think a fourth should be added, namely, the subjective type that comes of advancing age; does not that lead to a permanent displacement from a man's chosen and familiar occupation?—Yes, of course.

78115. Industrial organisations are now requiring men who are young?—But I have no evidence that they are. The only definite statistical evidence I have as to one highly skilled group of men is to the contrary effect. I think the figures of the superannuation fund of the Amalgamated Society of Engineers published in the last blue-book as to the cost of Old Age Pensions are to the contrary effect. Of course, that does not do away with the fact that the older men do find it hard to get work, but I am not sure that there is evidence that old men find it harder to get work now than formerly. I will not deny it absolutely, because I have not got the evidence.

Effect of age on chance of getting employment.

78116. We have it on the Clyde, that there are no men now above the age of forty in certain large branches of the shipbuilding industry?—I quite agree that the problem of the old man who is incapable of doing much is one for which it is difficult to find any remedy.

78117. That problem is coming before the distress committee in Glasgow. It is a fourth type, is it not?—I have one or two things I would try with those classes. I do not know whether I had better deal with that now or later.

78118. I will return to the first mal-adjustment, the overstocking of the trade with labour. You find, I think, of trades that the worst cases of unemployment are in such trades with labour as docking?—Yes.

78119. And particularly in such trades as docking it suits employers that there should be a reserve of labour?—So long as he has no organisation for getting men he must have a reserve.

78120. You take that as the point of departure, and generalise, and say that every trade tends to be overstocked with labour in proportion as the demands of separate employers in it for labour are irregular, and in so far as machinery for focussing these demands and for mobilising the supply of labour is absent or imperfect. The condition of things at the docks is your type, but would you go beyond that?—As I attach very great importance to this I should like, if I could, to explain it. The whole question of overstocking was suggested to me by my first experience in trying to administer a relief fund in Stepney three years ago. One found, if one was willing to take casual labourers at all, that one was going to be swamped with them at once. There was an endless supply always. It is perfectly clear they were not permanently unemployed; any one man like that would starve unless he lived on his wife, which can be done to some extent, but not a large extent; therefore it was perfectly clear that these people must be getting some work, in fact, one found that they did now and again get a little work. I came to see that the fact that they did now and then get a little work was a more important fact than that at other times they did not get work. One must look at the positive fact that they get enough work to keep them there, but not enough to keep them properly. There was no man out of work altogether, but A's men were out of work to-day, B's to-morrow, and C's the day afterwards; always some men out.

78121. (*Mrs. Webb*.) Did you come to the definite conclusion that this was not due to character?—I think that the casuals that we dealt with were certainly people whom you would call rather demoralised in character.

Relation of character to under-employment.

78122. Was it the cause or the effect of their under-employment?—It was in the first instance the effect, then it would become the cause again.

78123. In the first instance it was the effect?—I think so.

78124. You are quite clear about that?—I am quite clear that it was the effect in this sense, that many of these men would come to this casual work after having been formerly in good regular work; therefore, presumably that they were men able to do regular work. No doubt.

Industrial mal-adjustments. 14

Changes of industrial conditions.

Mr. William H. Beveridge. these men went to look for regular work and did not find it, and then they got into the habit of lying in bed and only looking now and again. It is quite clear that the root of the evil was that every employer had his own separate reserve of labour.

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Cause of overstocking of trades.

78125. (*Professor Smart.*) Not casual?—I am supposing that every casual employer had his own reserve of labour, and I generalise from that, and say that in every industry you get the tendency to overstocking because there are so many different employers, and each employer's place of business is one of the many ways into the trade. There are too many ways of dropping into every industry; there are as many ways as there are employers or places of business in it. People come to the docks and drop into that occupation at one place of business, whereas other people are being sent at that moment off from some other place of business. In the same way the people drop into an occupation in one town, although there are people qualified to do that work unemployed in some other town. That is the answer to the paradox of there being perpetual unemployment although there is always a perpetual growth of employment—that the new generation, instead of being sent to new occupations, is able to drop into occupations already overcrowded and go on dropping into them, taking the line of least resistance.

78126. (*Mrs. Webb.*) What you are describing just now is a process of unspecialising the labour and making it less special?—I am describing the perfectly general fact that if you have a large number of different ways into an industry, you will tend to get that industry overstocked.

78127. Quite so, but you have just described a process by which more specialised labour becomes less special by dropping from a special function into a general groove?—That is not quite what I mean. I simply mean if all your new people who get born into a country were compelled to find fresh openings, I think the statistical evidence is that they could do so. The great evil is that they are not compelled to do that, that they are able to fall to some extent into this system of casual labour. You have to keep them out of it. I think the great reform is the negative reform of keeping the new generations out of the casual occupations. I am afraid that is rather a long answer to Professor Smart's question, and I do not know whether I have answered him altogether.

78128. (*Professor Smart.*) I am only afraid of the use that may be made of your expression. You say that "every trade is overstocked with labour"?—I should like to correct that if I may, and say that every trade tends to be overstocked with labour. I would say that every trade tends to be overstocked with labour; that tendency depends upon the multiplicity of different engagements; the fact that men are always being taken on in a trade means that men will always come down and try to be taken on in a trade. That tendency to overstocking is therefore most strong in the trade where you have perpetual taking on of men at different points. The type of that trade is docking. Therefore, I should agree with your statement that each trade tends to be overstocked in the proportion as it approximates to docking. I should like to add, as I have said before, that, of course, that tendency meets with certain obstacles in certain trades. I do not know if I may explain that?

Obstacles in certain trades to the tendency towards overstocking.

78129. I do not think it would be waste of time if you did?—The tendency is for every separate employer giving out work to collect men looking for work outside the gate of the works. If the men he wants are highly skilled men he will not get them to do that. The highly skilled man will not be produced in sufficient quantities to wait outside, so in those highly skilled trades you get the other phenomenon—instead of a reserve of labour waiting outside the gates you get the employer sometimes waiting for the men. Disorganisation of the labour market is always wasteful, but the waste takes two distinct shapes. Sometimes the waste takes the shape of the employer not getting men, or as good a man as he wants, and there is an absolute waste of time and an economic waste. There it is quite easy to show that a labour exchange would be very good, and there labour exchanges run by trade unions have developed naturally. But the other form of waste is really in my point of view much more serious, the waste which is represented by the fact that there are always men wasting their time outside, waiting for the employer to call on them. The disorganisa-

tion works out in these two distinct ways. I want, as strongly as possible, to say that in my point of view a labour exchange is more wanted where the employer can always get as many men as he wants when he wants them than in a trade where he sometimes has to wait. The obstacle to this tendency, which is sometimes called the tendency to overstocking, is the special skill required, or sometimes the fact that the trade is expanding very rapidly.

78130. In addition to the dislocation, owing to dull times, which might be remedied by tiding over, you would the under- there are three classes always with us; there is first employed. the class who may be called the three-days-a-week man; secondly, the seasonal man whom we might call the three-months-a-year man; and then the third class, perhaps an increasing class, who are constantly thrown out by change of method, industrial changes?—I quite agree that the third class exists. I want to point out that the third class as such cannot be always with us, because if a man is thrown out of work and finds nothing to do he dies or emigrates or goes into the workhouse. The "third class" is simply one means of recruiting the casual class.

78131. But that class is always being recruited?—Yes, I should like to stop it from being recruited.

78132. Then you say quite rightly this heterogeneous mass comes before our distress committee, for which you dealing with only offer one remedy, temporary employment?—Yes. problem of unemployment.

78133. Whereas you say you have no less than four different problems, and the probability is that four different methods are required?—Yes.

78134. Those are the premises upon which you found your proposal for a labour exchange?—Yes.

78135. (*Chairman.*) Would you enunciate the four remedies?—I have not accepted it that there are four remedies; I say one remedy to be used in four different ways.

78136. (*Professor Smart.*) I should like you to make clear the connection between decasualisation and the labour exchange?—The two things, decasualisation and the labour exchange, are quite inseparable, that is to say you can have a labour exchange without decasualisation as they have in Germany, but you cannot have decasualisation without a labour exchange. Decasualisation is merely one of the uses to which you put the labour exchange, the use of the labour exchange in its broadest possible sense of a common office for supplying labour to different employers, or different departments under one employer; the first thing is to get your labour exchange, then you can gradually decasualise labour. Connection between decasualisation and labour exchanges.

78137. You must keep these two things separate; you cannot say that a labour exchange is the one remedy?—Before you can get to decasualisation you must have the labour exchange.

78138. Supposing that your labour exchange were entirely successful I want to see what they would do with these various classes. Take your regular artisan, what would they do for him?—I would enable him always to hear of any job that suited him in the minimum of time. The present isolated search for labour is absolutely the worst possible way of bringing men where they are wanted. The bringing together of the would-be employer and employed is one of the things in which organisation is emphatically superior to individual effort. Advantage of labour exchange to regular artisan.

78139. I think you spoke of a negative advantage which would be very great, that it would show the labourer conclusively when there was no employment for him?—Yes, of labour it would certainly, I think, tend to drive men away when there was an excess of labour. That is definitely part of the policy of the German labour exchanges. Negative advantage of labour exchange to labourer.

78140. Then take casual labour, I think you have admitted that this would probably throw, roughly, 50 per cent. of that casual labour immediately out of employment altogether?—I should certainly not admit it quite in that shape. Displacement of casual labour by labour exchanges.

78141. We quite understand what you mean from your own illustration. If you employed all the three-days-a-week men six days a week would leave 50 per cent. of those men out?—That will do as an illustration to start from.

seasonal
employment
and labour
exchanges.

78142. Then with regard to the seasonal labour, what would they do for the seasonal labour?—The labour exchange cannot make work, therefore it cannot when you have a big seasonal depression deal with that quite directly, but it can organise the movement which at present exists to some extent between winter and summer trades. There is such a movement in certain trades, and we could organise that.

alternative
employment
for seasonal
labourers.

78143. Is there really any movement?—Yes, certainly. The gas works in winter take on many men who are employed either in the building trade or brick works in the summer. That is quite undoubted. Or again, the Docks in London are busier about November or December and they take men who are employed hopping in the summer, or employed in building in the summer. I am sure that you could extend that a good deal. There is a tremendous demand for labour of all sorts about December—just about Christmas. That work is of no use if that goes to a man who has been out of work all the rest of the year, it is wasted on him if he has reached the Poor Law stage; but if you give it to the builder's labourer who has been working in the summer you can give him a decent living all the year round.

78144. (*Mr. Lansbury.*) There would be someone out of work all the time?—The whole process of this organising is to concentrate work, to bring some people up to a certain minimum at the expense of others who get nothing at all.

78145. (*Professor Smart.*) I am not sure that this movement of seasonal labour, taking two trades is getting on very fast or extending very far?—I do not think it could extend very far, as far as seasonal labour is concerned. I trust more to the effect of improving the general level of employment, so that men would save for the winter.

question of
women's
labour in
seasonal
trades.

78146. Is not the fact that most of your seasonal labour is women labour, and that mostly the very lowest paid labour, and thus labour which cannot save?—I should not like to say that; the building trade is not a woman's trade.

78147. There is the jam trade, the pickle trade, and so on.—I cannot do more than say there is a possibility of certain movement.

advantage of
labour
exchange in
dealing
with "too
old at forty"
man.

78148. Now, take the fourth example. What would the labour exchange do for the "too old at forty" type of man—so long as the trade union refuses to allow him to work, of course?—I think you might very well have a lower rate for men over forty, or old men, but I am quite in sympathy with the refusal of the trade unions to allow that until they are perfectly organised. I do not think they can afford to imperil their standard rate.

78149. So that any man thrown out at forty will remain one of your problems?—Yes, I think he remains largely one of my problems. May I say what I would do with him? In the first place at the present time a person may be thrown out at forty years, without in the least knowing where to turn, yet quite able to do something, and the labour exchange will at once put him in touch with that. I think you can go a step further. I think if you take any big industry, say a big railway company, you will see a lot of jobs, which are evidently old men's jobs, or injured men's jobs, and they are given to the men who are injured or have grown old in the company's service. I think with a little public spirit you could spread that. I think you would find, taking industry as a whole, a number of old men's jobs. At present it is possible those old men's jobs get filled by young men; there is nothing to prevent it, because the labour market is disorganised. If you have the labour market organised, and you have a labour exchange getting these old men, it may find employers quite willing to find the old men a place where the old men are as good as young men, whereas without the exchange the employer would take the first man who came, who might be a young man. I think you have to help these weaker members of society into a place which they can fill, and throw upon the young men the burden of finding new openings; the old men cannot force new openings.

78150. (*Chairman.*) Have these German labour bureaux or exchanges ever approached the question of old people working at a lower rate?—I do not know about that, but they do definitely make special efforts to find places for people who are in any way weakened or incapable.

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78151. (*Mrs. Webb.*) I suppose the German trade unions provide a lower rate for old men as the English trade unions do?—I do not know how far the English trade unions lower the rate.

German
labour
exchanges
and the
infirm.

78152. If you attend the branch meetings of the trade unions you will find five or six cases each time?—I did not know of that.

Trade union
rates for
old men.

78153. (*Professor Smart.*) Finally, what would the labour exchange do for the men who did not want to work?—What do you mean by the man who does not want to work? The man who does not want to work at all, I suppose, will not come to the labour exchange, therefore, I do not think the labour exchange would do anything for him or with him; but for the man who wants to work once a week and lie in bed the rest of the week the labour exchange will make that wish unrealisable. For the man who wants to get a casual job now and again the exchange will gradually make his mode of life impossible. It will take that one day a week he wanted to get and give it to another man who has already four days a week and so will enable that other man to get a decent living. Then the first man will be thrown on your hands to be trained and disciplined into better ways. The result of the exchange is the direct opposite from that of assisting the lazy or incapable, it makes it instead harder for them and compels them to be regular.

Result of
labour
exchanges as
regards the
lazy and
incapable.

78154. Would it not be a perfect test in this way: if you found a man had not applied to a labour exchange he would obviously not be an object for charity or relief?—You could send him to the labour exchange and he might find a job offered him; if he refused that, you would know of it. In Strassburg no man gets Poor Law relief unless he gets a certificate that he cannot get work from the exchange.

Possibility
of labour
exchange as
a test pre-
cedent to
granting of
relief.

78155. You think the labour exchange ought to be a concomitant of the Poor Law. You would rather reform our Poor Law on German lines?—I certainly would not reform it on present German lines.

Relation of
labour
exchanges to
the Poor
Law.

78156. I mean the labour exchange lines?—I want in this country, as in Germany, to have all the tiding over relief made an industrial incident, as it were, dependent on a labour exchange, but I should not call that quite a concomitant of the Poor Law. It is simply taking over from the Poor Law the business of tiding over. I should try to make it some form of insurance; that is the ideal to which we have to work.

78157. But you would make this labour test, it struck me, very much like a workhouse test?—I think it is a preliminary test for an honourable form of relief; it would be a substitute for the able-bodied test to some extent.

78158. Is it not important then to ask about the practicability of this scheme. Is it your judgment that employer will be likely to use it, or can be compelled to, or find it to their self-interest to use it?—I think it is directly to the employer's interest to use the exchange instead of going to the street for his supply of men. He will get a better man—one who has just dropped out of another job—at the exchange than he will if he gets a man who has been loafing about the street. It is not easy to get the employers to go to the exchange, but I think it is quite possible to get them to do so.

Attitude of
employers
towards
labour
exchanges.

78159. Have you ever spoken to a representative employer about it at all?—I have spoken to a great many employers about it; one I know is very enthusiastic upon the exchange, simply because he wants to get the men from the exchange and not from the public house, whence they come to him full of beer. Another was very favourable; he used the men to unload barges of lime, and he wanted them casually. He offered me a subscription if I would run an exchange which would do the work for him. Of course I find much more the argument: "We can get as many men as we want, why should we use you?" I have also met with the argument of an employer who said: "I want men coming outside my gates; if you are going to do anything to remove them I shall oppose you."

Mr. William H. Beveridge. 78160. I shall confine myself to only one more question, that is with regard to the trades unions. You are aware that the trades unions officially have declared that they would offer an active resistance to this scheme?—I have the actual letter of the joint board. (*See Appendix No. LXXXVI (D)*). I want to say quite definitely that I am sorry that has been published. I do not think it represents the serious mind of the trades unions on this, question at all. It is a new question on which it was very difficult to make up their minds. It might just have happened that we got the official declaration for us instead of against us. I do not think it represents their mind. Of course the result of this publication is to make things rather harder for us.

78161. How long has that been published?—The letter was on May 29th.

78162. Are you aware that on April 26th, 1907, a deputation reported to the general board: "In view of the fact

that trade union conditions are not being insisted upon by the agents at exchanges, the board may desire to take action in the matter by advising an active resistance to exchanges unless these conditions are agreed to." That the deputation recommended the adoption of this course; and that the report was accepted in these words: "Employment exchanges cannot be supported unless trade union conditions are recognised"; and that it was further agreed that the letter be published?—I should be very glad if I might, to put in a copy of this letter at once; and I should also like, if I might, to put in a memorandum which I prepared for the Employment Exchanges Subcommittee on the subject of the proposal contained in this letter. (*See Appendix No. LXXXVI (D)*). One of our superintendents, Mr. Fair, is going to give evidence here, and he has had dealings with the local trade unions. I think his evidence shows very clearly the uncertainty of the trade union mind on this subject if it had not been crystallised in this way.

ONE HUNDRED AND TWENTY-FOURTH DAY.

Tuesday, 15th October, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT :

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.

Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. the LORD BISHOP OF ROSS.

Mr. R. H. A. G. DUFF (*Secretary*).

Mr. J. JEFFREY (*Assistant Secretary*).

Mr. WILLIAM HENRY BEVERIDGE, recalled; and further Examined.

Attitude of trade unions towards labour exchanges under the Central (Unemployed) Body.

78163. (*Professor Smart.*) Referring to the matter of trade unions about which you spoke yesterday, I should like you to explain the present attitude of trade unions to the present Central Body in London?—If I might just give a very short summary of what has happened, that would make the position clear, I think, to the Commission. In January, at the proposal of the Joint Board (which represents the Parliamentary Committee of the Trade Union Congress, the Labour Representation Committee and the General Federation of Trade Unions) we, of the Employment Exchanges Committee held a small and quite informal conference with a deputation representing the Joint Board. They put before us certain conditions which they had formulated, which they desired to be adopted by our exchanges. I think those conditions are so important, that I should just like to state them quite clearly. They are: "(1) That labour registers or exchanges should not be used to the detriment of organised labour by preference of employment being given to non-union workmen, nor by the supplying of workers during any industrial lock-out or dispute, nor in any case providing labour at less than the recognised rate of wages or under conditions of employment other than those obtaining in each particular trade in the district. (2) That such trade unions as agree to register their unemployed members at labour exchanges shall provide their own vacant books, and with the exception of the place of registration, shall be allowed to continue their present methods. (3) That where an organised system of registration is already in existence covering any trade, such registration shall be accepted by the distress committee in the locality as sufficient

for the purposes of that trade, and the members of such union shall participate in the operations of the exchange in the same manner as those who register directly." Those are the three conditions or proposals that were put before us. The conference was quite informal, and no decision was arrived at, we being represented by a sub-committee of our Employment Exchanges Committee. When the employment exchange committee came to consider these points, they found that they had no insuperable objection to any of them, except to the proposal as to not providing labour at less than the recognised rate of wages, and under the recognised conditions of employment. They did not come to any vote on the subject, and they certainly did not reject these proposals, because the prior question was at once raised, namely, supposing we wish to make this limit upon the use of these public exchanges, shall we be legally authorised to do so; and would it be competent for us to use a labour exchange established for common purposes to recognise certain rates of wages? We felt it was necessary to obtain the opinion of the Local Government Board upon this, as a purely legal point, apart from the question of policy; and in March of last year, the Central Body on the recommendation of the Employment Exchanges Committee asked this question of the Local Government Board—Whether it would be competent for them so to limit the use of exchanges established by them as to make them available only to employers and employed adopting specified rates of wages or conditions of employment? There was some delay in receiving the answer to that letter, and before any answer to that letter was received, the Joint Board came to the

Mr. William H. Beveridge.

15 Oct. 1907.

Attitude of trade unions towards labour exchanges under the Central (Unemployed) Body.

conclusion that the Employment Exchanges Committee was hostile to its proposals, and published a letter dated May 29, 1907, which I should like to put in. (See Appendix No. LXXXVI (D)). I need not read it, because it simply resumes what I have already stated. It states the fact of the conference, then it states the three conditions which I have already read out, and then it says: "We gather that the committee is unwilling to agree to the latter part of No. 1 (underlined)"—that is, to the proposal that the exchange should not in any case provide labour, "at less than the recognised rate of wages, or under conditions of employment other than those obtaining in each particular trade in the district." The letter proceeds, "Under these circumstances we can take no other course than advise the workers of London to refrain from patronising or supporting your exchanges in any way whatever." That letter was sent to the Central Body and was published at the end of May, 1907. The Central Body had not made any decision upon this point, because it was asking the opinion of the Local Government Board upon it. Within the last month a reply has been received from the Local Government Board, and the reply is to the effect that it would not be within the power of the Central Body to limit the use of the labour exchanges in the way suggested by the trade unions, in other words, that the labour exchange is to act simply as a market place, and leave the fixing of the rates of wages and conditions of employment to the two parties concerned. That is the present position. I should like to say that I do not think that the mind of the trade unions has really been applied to this question at all. This letter is signed by three people who presumably have authority to sign such a letter, but I think it is very clear that we have not yet become big enough to loom very large in the eye of the trade unions as a whole. In fact, where we have on certain points come across trade unionists locally, they have not in any way insisted upon this condition, and they have not quarrelled with us. I would like to give one or two illustrations. I was addressing a public meeting about these labour exchanges, and certain trade unionists were there, and they definitely made the proposal that the exchange committee should notify in the premises of the exchanges what were the recognised and usual rates. They said: "We cannot ask you to make them binding—we see that; but we think that this information should be given, so that men shall not accept less than the usual rate through ignorance." That is a suggestion which might, in my own opinion, very well be carried out. Again, in certain places we are actually co-operating with the trade unions, as one of our superintendents, who will come, I believe, next Tuesday, will be able to say. In other cases, we have had a proposal of co-operation from trade unions without any insistence upon this recognition of definite rates of wages by ourselves. I think really the position is that the establishment of exchanges is quite a new proposal, and trade unionists and employers are quite uncertain as to how it will work out, and naturally they are very anxious on each side to see that it will not work out to their detriment. I feel that it is a very difficult question in which to lay down any hard and fast lines at the very beginning; though ultimately the practice of the exchanges on all these points, if you have the intention of impartiality, can settle itself without in any way directly injuring employers or employed.

78164. In the case of a labour dispute, if you are advised there is such a dispute going on, you take very definite steps not to supply labour, do you not?—Yes. We have no formal by-law upon it, because some question arose about the wording of the by-law; but there is a definite instruction to superintendents not to take any action with regard to vacancies caused by a dispute or with regard to men unemployed owing to a dispute, without reference to our Central Body. The practice of the Employment Exchanges Committee and of the Central Body has always been to say, You are not to supply men. In one or two cases, I think—the music hall dispute and so on—we issued that circular. There again, I think we could invite the co-operation of trade unions—it is done in Germany—and ask them to keep us informed as to disputes; at present we get the information from the Board of Trade.

78165. (Mr. Lansbury.) Is not the attitude of the Local Government Board rather destructive of that?—I think not. We have not asked the Local Government

Board whether we have any power to make any rule about strikes and lock-outs. Mr. William H. Beveridge.

78166. Have you a copy of the last communication from the Local Government Board?—I have not got it here. 15 Oct., 1907.

78167. It might be put in, might it not?—Certainly, I should like to suggest that the Commission send to the Central Body if they wish for all the correspondence.

78168. (Professor Smart.) I think we might have your view of the gain and loss to trade unions of these labour exchanges?—I think that in theory there may be a possible loss to trade unions when a public body establishes labour exchanges, in so far as a trade union really is an efficient way of getting work for its members. If a trade union really acts as a labour exchange and you set up a public labour exchange, you do, in theory, take away one of the reasons for joining a trade union. But I am very clear that except in certain trades that objection is quite theoretical. In certain trades it might be serious, and I should be quite prepared to suggest compromises that would prevent any loss there. I think it will be found that in most trades the action of the trade union register is very rough and ready, and that in not many does it go much beyond what is done in the way of mutual information and assistance by men in the same trade, whether organised or not, being constantly in touch with one another and meeting in all sorts of places and ways or recommending one another to foremen. I had rather a good illustration of that in the building trade, when I talked to a carpenter who was a trade unionist. He said: "The trade union is very useful in getting one work"; so I said: "Well, this is very interesting; you are a trade unionist; supposing you fall out of a building job—that is, a job came to an end and you had no other job in prospect—what would you do to get a new one?" He said: "I should go to Liverpool Street and leave my tool bag in the cloak-room, and then I should go on the tramp round the streets." Here was a trade unionist, and the typical way of finding work for him in this Union of Associated Carpenters was to go on the tramp—after he had definitely said that the union was a useful way of finding work.

78169. (Mrs. Webb.) That was because he did not belong to the Amalgamated Society of Carpenters?—Possibly. I should like to add to that that he told me another interesting thing, namely, that that union had tried to introduce a regular system of registration and had given all its members, I think, post-cards, which they were to send to the union office when they heard of a job; but that that had broken down as the men had not acted up to it. Still, I am quite prepared to say that there is a theoretic loss. What I should say after that is that the practical gain absolutely outweighs any possible loss. It is directly to the interest of the trade union to have the labour exchange as efficient as possible, because it is paying unemployed benefit to its members, and it wants to get them off its books as quickly as possible. The greater you can make that mobility of labour, the better it is for the union which pays unemployed benefit to its members. There really is an absolute obstacle to the complete efficiency of a trade union exchange in any but the most highly organised trades, and that is, of course, that unless the employer is practically compelled to use the trade union exchange, he will not use it—I mean union because it puts him in the hands of the other side. Where you have a trade already completely organised, the employer may be compelled to use the union exchange; and there the trade union exchange comes in at the end of a long process of organisation. But elsewhere the employer will not habitually telephone to the union exchange if he can help it. I think the experience of Germany, where the trade unions have tried to have their own exchanges, and have practically given up the idea because they find you must have two parties to agree to use a market place if it is to be used regularly, is conclusive on that point. Then of course from a wider point of view, in so far as having exchanges and increased mobility of labour reduces the reserve of labour, that is a direct advantage to the seller of labour as opposed to the buyer of labour. I think it is perfectly clear that the ultimate effect is to increase the possibilities of trade union organisation; and that is most marked in the unskilled trades. I think if one is told that the unskilled trades still hope to organise, one has only to look at the figures which

Question of possible loss to trade unions through establishment of labour exchanges.

Weakness of the trade union register.

Labour exchanges gain to trade unions.

Weakness of trade union exchange.

Experience in regard to separate trade union exchanges.

Mr. William H. Beveridge. I put in Paragraph 73 of my Statement to see how very unlikely it is that any rapid organisation of unskilled labourers will take place. The table in Paragraph 73, I think, shows how very uncertain and hesitating is the progress of organisation among unskilled labourers, simply because they have no centre round which to organise. A labour exchange would really be a centre, and, personally, I think it would cause them to organise in various ways—whether according to pure trade union ways or not I do not know—but it would be the beginning and the centre of an organisation. Once again, there is a very curious and extremely appropriate illustration that I got from a German exchange established purely by a trade union, and yet deliberately opened to non-unionists. They said, "It is better for the union that the non-unionists should come to the exchange than that they should go outside, therefore, we will open our exchange and we will have non-unionists using it if they wish to." That was in the wood-working trade.

78170. (*Chairman.*) What was the rate of wage there?—There, of course, the trade union would insist upon its rate of wage.

78171. And then the non-unionists would get the same rate?—Yes; I think they would only send men to a fair house from a pure trade union exchange. But my argument for the impartial exchange against the pure trade union exchange which insists upon a certain rate of wages is that that sort of market place which fixes the rate of wages cannot ever obtain complete success unless trade unionism is already perfect. A market place, if it is going to succeed, must limit itself to being a market place.

78172. (*Professor Smart.*) Then with regard to the employers, do you desire to make the use of the exchange compulsory on employers?—I am very clear that I want all employers to use the exchanges, and I think that ultimately that means making the use compulsory in some form or other. I do not know whether I should start with compulsion or not—I think that is a question for practice; but I am quite certain that at any rate, as regards casual labour, you will ultimately have to have compulsion.

78173. You would then require another form of compulsion, for I understood you to say, in answer to a previous question, that you would not object to an Act of Parliament compelling local authorities to establish labour exchanges?—I certainly would not object to it. I did not lay very great stress on it for two reasons. Firstly, I want to guard against the idea that the labour exchange is no use unless you have it all over the country all at once. I think that when any two wharves are agreed to pool their labour supply that will improve matters. Every step is a step in advance. That was the first misconception which I wish to guard against. The second point is that I do not want it to be supposed that merely to compel every public authority to establish a labour exchange is sufficient. I mean there are labour exchanges and labour exchanges, and you must have a living and propagandist centre as well. I am quite clear that you must have very vigorous backing from the central authority. I think I might fairly describe the attitude of the central authority, and indeed most other authorities towards labour exchanges, in the past as being that they could not do much, if any, harm. I think you must have a more vigorous backing, giving the movement a standing, and I think that it might be desirable—I think it would be desirable—to have power for making the establishment of exchanges compulsory by order of a Government Department. Supposing there was a great unemployed agitation in any town, and supposing the guardians began to apply, as I suppose in some cases they have to apply, for leave to open a stone-yard, or supposing you get local authorities about to start great works for the unemployed, or supposing that in any way the unemployed question becomes acute in a district, then I would have an inquiry there, and if I found, as in most cases I should find (even if not in all cases), that this was a case also of merely intensified chronic under-employment, then I should say: "Clearly, you have the disease of casual employment and under-employment in this district, you must have an exchange and do away with it"; that is to say, instead of coming down on the centre and giving money to immobilise labour, and so continue the evil conditions in a district which had bad

conditions, I should compel that district to clean up its reserve of casual labour.

78174. I have rather gathered that you would not countenance in any way the re-enactment of the present Unemployed Workmen Act, but you would not say, I take it, that it was altogether futile now?—I desire to separate the labour exchange absolutely and entirely from the word "unemployed." I do not mind very much what is done in the way of unemployed relief, but I do want purely industrial labour exchanges, and I think merely to renew the Unemployed Workmen Act and let the exchanges go on under the Unemployed Workmen Act would simply be to continue the period during which the exchanges had to mark time.

78175. Then you would require entirely new legislation as regards labour exchanges, quite independent of the possible passing of any Unemployed Workmen Act, would you not?—I am not very familiar with what can be done without legislation. It did seem to me that this very year it would have been possible to devote some of that £200,000 to pay for a central and propagandist department and then to go straight ahead.

78176. I am rather anxious to see how you would begin the labour exchange system. I do not see that you have given us any idea yet how you would begin it. You have spoken of a propagandist department of the Board of Trade, for example?—Yes, I have.

78177. But you cannot have a propagandist department pure and simple, can you? It is an entirely new thing, at any rate?—You can have a department to advocate and co-ordinate labour exchanges.

78178. (*Mrs. Webb.*) You have a propagandist Government Department in emigration, have you not?—We have it in emigration. We must have power of the purse enough to help in paying for labour exchanges, and I think we should also have the power later on, if not at once, of compelling their establishment. Or we could have, as they did in Germany, a series of circulars, not compelling, but strongly urging the establishment of labour exchanges. You will find that in Prussia they had in 1894 a circular, and that produced a little effect; then there was another in 1898, and that produced a little effect; and then there was another in 1902. You should hammer away at the local authorities. I think, for all this work, you do want a small propagandist department, which of course will also have to do a great deal of co-ordinating and of actual administration.

78179. (*Professor Smart.*) Then you do not make any positive recommendation about the present Act, its emendation in the future, or anything of that sort?—That is rather a different question. I think the present Act in its present form is not worth renewing; but there are useful elements about it other than this labour exchange, or, at any rate, there are useful ideas which might be applied.

78180. Up and down the country we are starting labour colonies, for example, and if the Act is not renewed those colonies will be left very much cut adrift from all support?—My idea is that the labour colonies are in a way an excrescence on the Act almost as much as the labour exchanges—at any rate the farm colonies, regarded as training colonies, are. We have definitely had the opinion from the Local Government Board that the Act is not intended to provide training; and I do not think it was. I think it was intended to provide relief work. I think, so long as the idea is that it is intended to provide relief work, that that hinders the efficiency of the farm colony as a training colony, as much as it hinders the efficiency of the exchange as a piece of industrial organisation.

78181. (*Mr. Bentham.*) I want to ask one or two questions with regard to the working of labour exchanges in Germany. As I understand there are practically three main kinds, those are the municipal labour exchange, the trade union exchange, and the employers' exchange or voluntary exchange?—I mentioned five main kinds.

78182. But these three are the main three, I think, are they not?—The largest exchanges are either municipal, or voluntary with municipal support; and then in addition there are important exchanges which are established and managed entirely by joint associations of employers and employed.

Necessity of keeping labour exchanges clear of unemployed relief.

How far as regards labour exchanges, quite independent of the new legislation is necessary for labour exchanges.

Question of propagandist department to assist in formation of labour exchanges.

Labour exchange propaganda in Germany.

Unemployed Workmen Act not worth renewing, but contains some useful elements.

Labour colonies and the Unemployed Workmen Act.

Classes of German labour exchanges.

Difficulty in way of organisation of unskilled trades.

Benefit of labour exchanges to unskilled trades.

Advantage of impartial exchange over pure trade union exchange.

Question whether use of labour exchange should be compulsory on employers

Possibility of gradual establishment of labour exchanges.

Mere compulsion of local authorities to establish exchanges not enough; necessity of strong backing from Central Authority.

Desirability of having power to make establishment of exchanges compulsory by order of a Government Department.

different
junctions
of public
exchanges
and exchange
set up by
employers
and em-
ployed.

intercom-
munication
between
German
labour
exchanges.

effect of
German
municipal
exchanges
on the trade
unions.

attitude of
German trade
unionists
to the
municipal
exchanges.

effect
upon labour
exchanges of
German law
reference
to unem-
ployment.

real cause
success
German
labour
exchanges,
the two
problems
before the
commission

overstocking
of trades
with labour.

lack of
machinery
to transfer
labour to
places where
it is wanted.

78183. Do each of these exchanges embrace all kinds of labour?—An exchange set up by employers and employed in a particular trade only deals with that particular trade.

78184. Such as the brewers, for instance?—Yes. That exchange, of course, deals with all sorts of labour in connection with brewers. The public exchanges embrace practically all sorts of labour.

78185. Is there any inter-communication between the various exchanges, or do the men put their names down on several lists?—There is very great inter-communication between the exchanges, particularly in South Germany—Bavaria and Würtemberg. I think you may say that all those southern exchanges are pretty well completely linked up over a very great area, and men are sent into and out of towns.

78186. In one area men may register their names on the municipal register and also on the trade union register and also on the employers' register?—They may do so, but of course they tend not to do so. The sphere of influence tends to be separate for each sort of exchange.

78187. Would there be any inter-communication between, say, the municipal exchange at Berlin and that at Munich?—I doubt whether there is much inter-communication there, as those two places are rather a distance apart. I have no evidence of any inter-communication there.

78188. Has it been found in Germany that the ordinary municipal exchanges are detrimental to the interests of trade unionists?—I can only say that in Germany trade unionism is growing very much faster than in England, and that there are more trade unionists in Germany now than in any other country in the world.

78189. There is no objection on their part to the municipal exchanges, is there?—I think there is now strong practical support. Of course, there is sectional feeling in many places—and a great variety of feeling.

78190. Has the common law of Germany with regard to unemployment anything to do with the success of the labour exchanges?—What do you mean? I am afraid I do not quite follow you.

78191. I am referring to the law which compels a person to find work within a given time or he may be sent to prison or to a penal colony. Has that law any influence in compelling men to put their names down at the various exchanges?—I doubt if it has much direct influence. I think that police law must have some, but I could not trace it.

78192. Do you think its success is due to its practical utility?—I am sure of it.

78193. (Mrs. Webb.) I understand that you think there are two quite separate problems before this Commission—namely, the prevention of unemployment and the treatment of the persons who are actually unemployed?—I think that distinction is very important.

78194. It is very much the same sort of distinction as that between dealing with the drainage of a district and treating patients suffering from typhoid in a hospital, is it not?—I am rather worried by metaphors, but I see nothing wrong with that metaphor.

78195. Now to go to the first—the question of preventing unemployment; that is the most important of the two, I think?—Yes, it is.

78196. There was a point raised by Professor Smart and also by the Chairman with regard to the possibility of every trade in the country being overstocked with labour; you hold that that is a paradox, but a paradox representing an economic truth?—I think in theory it is perfectly possible for every trade to be overstocked with labour and yet to have a growing industry.

78197. That would be explained by the fact that the pools of labour round each employer consist at present of a sort of labour which on account of its demoralised conditions and lack of mobility is not available for a new industry in which there is a scarcity of labour?—It might conceivably be transferred. At present, there is no machinery to transfer it and there is all the force of inertia to keep it where it is.

78198. That is to say, you would quite understand the fact that when there was a great excess of labour in the cheap clothing trade in East London I found it impossible to find twenty women who were fit to take part in a new factory in Wales?—Quite, certainly.

78199. And that might be true of every industry?—Yes, I think that might be quite general.

78200. You might have a considerable over-stocking of every industry of the country by these pools of under-employed labour, and yet have a positive scarcity of labour in other places, thereby diminishing the wealth production of the country?—Yes, that is quite true.

78201. I gather that you consider that this fact of under-employment is not decreasing?—I dislike very much comparisons between past and present, because I cannot make them. The evil is very serious now.

78202. And you consider that it is not due primarily to the character of the persons concerned?—I am clear about it.

78203. You are quite clear about that?—Yes. I should like without occupying the time of the Commission to put in, if I might, a short table showing something of the past history of a large number of people who have worked at the docks and wharves in Stepney. It shows the large number who had had regular work before they were driven to take to the docks and wharves. (The Witness handed in the following table.)

RIVERSIDE LABOURERS AMONG STEPNEY UNEMPLOYED, 1906-7.

Ages.	All Applicants.	Applicants known to have worked at docks or wharves.	
		Total.	Of these there were known to have had since age of 20 regular work for at least 12 months at 20s. weekly or more.
15-19	47	3	—
20-24	217	30	7=23%
25-34	434	130	51=39%
35-44	389	151	44=29%
45-54	228	81	25=31%
55-64	84	34	14=41%
65-74	20	2	—
Total -	1,419	431	141=33%

78204. That is to say, you would say that this fact of industries being organised on the basis of under-employment is putting on the individual wage-earner practically an obligation which he cannot under the circumstances fulfil—that you are making it easy for him to do wrong and very difficult for him to do right?—Yes; that sums up my criticism.

78205. Then you think that if we leave this alone it will not right itself?—I am sure of it.

78206. Therefore we must take deliberate thought to alter it?—Yes.

78207. Now with regard to your remedy of a labour exchange. Would it not be better for a moment to try and visualise the idea of a labour exchange in its more or less completed form, because, as I understand you, you think that most people rather pooh-pooh this remedy?—Yes.

78208. That is their tendency?—I think so.

78209. Is it not possible that it is due to the fact that you have not shown them what you eventually wish to do with this labour exchange?—I do not know; at any rate, they have not seen.

Mr. William
H. Beveridge.
15 Oct., 1907.

Unemploy-
ment not
due to
personal
character.

Helplessness
of the under-
employed.

General
attitude
towards
labour
exchanges.

Mr. William H. Beveridge. 78210. Let us try and visualise this idea of a labour exchange. Supposing every employer in the country who employed casual labour was compelled to take all his labour from the labour exchange, would that not enable you to offer a very practical alternative to all employers, and to say to all employers, "If you wish freedom and free choice of your own labour you must give it a minimum period of employment, or if you do not choose to give your labour a minimum period of employment, then you must take it from the labour exchange"?—That is certainly the form in which I have always desired to apply compulsion. I think it would be a very legitimate form of compulsion, and would not in any way injure the employer.

78211. Do you regard this idea of a labour exchange as really the only method by which we can practically force employers to give permanent employment, or a minimum period of employment?—I do not attach much importance to forcing the individual employer to give permanent employment. The main thing is the use of the labour exchange. Giving permanent employment is the alternative.

78212. You would leave that choice open to him?—Yes, I would.

78213. Then as regards our dealing with the workman, would not this idea of a labour exchange enable us to tighten up the personal obligations of the workman by offering him either employment through the labour exchanges, or, if he refused to register and accept employment, coming down on him pretty severely?—Certainly.

78214. Take the case of feeding the children: suppose a wage-earner was out of employment, and his children were lacking in food, would it not be possible for the appropriate authority to say: "Why are you not registered at the labour exchange if you are not feeding your children?"—Yes, it would certainly become his duty to be registered at the labour exchange.

78215. And he would have to account for the fact that he was not registered at the labour exchange?—Yes.

78216. But, once registered at the labour exchange, the labour exchange would force him either to take the work that was offered or to go into some sort of training?—He would be liable to have work offered him at a moment's notice.

78217. And he would have to accept it?—Yes; or proclaim himself as not anxious to work.

78218. You suggested that the labour exchange has been used in Germany to put down vagrancy, and that that was one of the reasons for starting it, I think?—I do not think it is directly used to put down vagrancy, but the motive in Germany that I always find recurring is the putting down of *Umschau*—the walking round the various factory gates to look for work.

78219. It is enabling the police to offer an alternative?—I am not sure that the offering of an alternative by the police is the conscious object.

78220. How then is the labour exchange connected with vagrancy in the minds of the Germans?—The idea is simply that it is demoralising for the man to go knocking at various factory gates and walking about the streets. That, of course, is also the evil of vagrancy. I have never seen the argument put forward that it will enable the police to be severer, though I have no doubt it has been put forward, because it is such an obvious argument.

78221. To go to the other question of dealing with the able-bodied when they are actually out of work, I gather you want that done by one authority, not by two authorities, and that you are strong on that?—Yes.

78222. That does not mean that you would want it necessarily done by the same authority that deals with the children or the sick, does it?—I have not any opinion on that.

78223. All you want is that the treatment of the able-bodied destitute person shall be dealt with by one body?—That the receipt of all applications from able-bodied persons should come to one authority, and should pass through the hands of one authority.

78224. And the treatment of them, because they have to be treated in some sort of way?—I do not know; the treatment would have to be so different in many cases.

78225. Would you visualise an authority which would have different treatments for different classes of the able-bodied?—I would have one authority to decide what treatment each man should have. I think that is the important point.

78226. Would you suggest that that authority should be of a judicial character?—Well, its function is judicial.

78227. You would have no objection to a judicial authority for deciding how a person should be treated, would you?—I have no objection to it, but I feel that it is a subject to which I have not devoted much attention in preparing my paper.

78228. Have you thought at all about the possibility of substituting for this provision of work for the unemployed an industrial training of some sort?—May I say that I am quite clear as to the ideal that we should aim at in relief—that all mere tiding-over of men should become industrialised in the form of unemployed insurance, and that all other relief should be educative—training.

78229. Therefore if we had our idea of a labour exchange to which everybody who employed casual labour should be obliged to apply, you might accompany that by the industrial training of the persons who could not get employment under this labour exchange and that would give an impetus to trade unionism in providing unemployed benefits without the liability of giving industrial training to their members?—I think it would. I think it is important to do something of that sort—to give that impetus.

78230. If you combine your labour exchange with this industrial training then it would be enormously to the advantage of the individual man to join a society which provided unemployed benefit with a view of getting free leisure when he was unemployed?—I think the desire to avoid training might be made into a reason for that form of thrift.

78231. It might be made into a reason for forcing people to insure against unemployment?—Yes, certainly.

78232. (*Mr. Lansbury.*) I do not quite understand, because I am not a political economist, what you mean when you say as I understand you to say that with the labour exchange practically when once you have got rid of the present number of people who are out of work then everybody could get a situation. I do not understand how that is possible?—If all the work was regular there would be nothing left to attract and get together these pools of reserve casual labour.

78233. But I suppose we should go on improving machinery and having what you call in your Statement dislocations of industry?—Yes; but I am clear that at present industry is always expanding faster than population.

78234. That may be through the aid of machinery, surely?—It is of course through the aid of machinery.

78235. That does not mean that the population is being employed?—There are more good things to be divided between the population.

78236. But that is not the point, surely? Surely the point that we are discussing is employment?—Yes.

78237. If, at Leicester, as we have evidence, machinery is put in which enormously increases the productivity of the individual who operates the machine that cannot be used as an argument that because of the increased productivity therefore the population could get employment?—I believe that with the presence of more population increasing productivity makes more employment; but I can quite see that there are these dislocations which hinder that process.

78238. What I am wanting to get at is how your proposed system is going to help a condition of things like that which has prevailed and is prevailing to a large extent at Leicester just now?—I cannot prevent these industrial dislocations, but I can help to get over their effects as quickly as possible.

78239. But the fact that there are more good things to share out, or more bad things, if you will, to share out amongst a certain population, does not mean that therefore there is enough employment to go round?—No, not necessarily—not at any one time.

78240. Then, as I understand it, you rather think that the big pool of reserve labour is at the docks and connected with the docks; am I correct in that?—No. That is the big pool which everybody can see, but I am

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Compulsion which may be applied to employers through labour exchanges.

How labour exchanges would affect the workman.

Main object of German labour exchanges.

Relation of labour exchange to question of vagrancy in Germany.

Necessity of having one authority to deal with all able-bodied unemployed.

All relief should be either insurance or training.

Industrial training, its connection with the labour exchange, and its effect upon trade unionism.

How organisation through labour exchanges would get rid of surplus unemployed.

How far labour exchanges would meet dislocations of trade through introduction of machinery.

very clear that you have that casual and reserve labour everywhere.

casual labour 78241. And in all trades?—And in all trades. I should reserve not just like to refer to the table that I have put in this morning, which shows that in Stepney, which is a dock confined to district, less than a third of our applicants had ever worked at the docks or wharves. Yet I should think exists in all fully three-fourths of our applicants were irregular or trades. reserve workmen; that is to say, in this dock district you have this very large number of people who are in reserve without having anything to do with the docks, that is, there are many other trades upon which these people depend.

78242. Is not that because of the modern organisation of industry, especially in the building trade?—Yes, I think it is. It is due, I think, to the reproduction in other industries of the typical dock and waterside organisation of casual employment.

78243. Take the building trade; formerly a man could get employment at a certain firm and practically be regularly employed; but that does not hold now, does it?—No.

78244. Your experience will have taught you that, I suppose?—Yes.

78245. I mean that is what you will have learnt from the men you have examined, and all the rest of it?—Yes.

question of 78246. How do you propose to compel employers to compelling simply take one group of men and only employ those?— employers to I do not propose to compel the employers directly to se labour take one group of men. First of all, I am going to tell exchange, or the employers, "You must take men through the give regular em- exchanges, but you shall have considerable liberty, indeed, ployment. you shall have perfect liberty of choice." But I shall proceed so to arrange the work out between the men that to some of them I shall be able to say, "It is no use your coming back here; you must go away." Then that will indirectly limit the employer's freedom of choice; he cannot have that man, because the man has gone away.

78247. He may not go away; the man may object to going away. He may say that it is a free exchange, and that the employer has a right to call on him as on anyone else unless there is some compulsion; and I do not see where that is coming in?—I am prepared to take any steps that are necessary to prevent the exchange from keeping labour casual. In practice you will not find the employer sending specifically for a man who has been unemployed for a week in preference to one who has just left another job.

78248. I want you to tell me what is to be done to meet that emergency—the emergency that all the men will consider they have a right to be submitted to the employer, and he must be the person to judge whom he will employ. Will you say straight away that you are going to compel employers to give regular employment and continuous employment?—My position is this: I am going to compel employers to give regular employment, or to come to me; and I am going to take whatever steps are necessary to see that the men whom the employer gets through me get regular work, if not with one employer at any rate with two or three in succession, or get sufficient work to keep them. I feel that it is a little difficult to say exactly what will happen in each particular trade but I am quite clear on the principle.

Labour ex- 78249. Of course, what you are really aiming at is changes are a what you say at the finish of your Statement—the State part of State regularisation of industry, or the State organisation of industry?—There is a great deal more in industry than the taking on of men. I think that this is part of a State organisation of industry.

Labour ex- 78250. I do not want to tie you down to anything changes mean else than the State organisation for the employment of the public men and women?—The public organisation of the labour organisation of the labour market. I will put it like that, and I do not mind being of the labour tied down to that as much as you like.

Meaning of 78251. (*Mr. Loch.*) Does "public" mean "State"? "public." —If you mean by "State" the central government, no, not necessarily.

78252. Do you mean by "public," then, not the central government, but the local government?—Not neces-

sarily. I mean control in the interests of the reduction of casual labour. *Mr. William H. Beveridge.*

78253. But, definitely, who would pay the bill? Would it be a public affair paid for by local rate or taxes, or who would pay?—I think that it would be divided probably; I think all might pay. 15 Oct., 1907.

78254. Then "public" would mean "State"?—I am quite prepared to use the public funds for it.

78255. Then your phrase just now "public" means "State," definitely?—Not to the exclusion of anything else; it would include the State certainly.

78256. You would not exclude voluntary aid?—I Voluntary labour ex- changes not to be ex-

78257. But the responsibility would be a State responsibility?—Yes. I think the State should say "If a voluntary association is doing the organisation, then it is the State unnecessary for me to come in; but if a voluntary association is not doing it, then I am going to come in, because whatever else happens I am going to see that it is done." always to have the responsibility.

78258. The State, therefore, would have the responsibility?—The State would have the responsibility.

78259. And the State would pay the account?—No, not if a voluntary association came in.

78260. But it would be expensive, and if the voluntary association came in, who would pay?—If the voluntary association said "We would rather run our own labour exchange," I think the State would say, "Yes, and if you do, and if there are no under-employed men hanging about your factory gates, I will say, 'Go your own way, and pay your own way.'"

78261. I was referring to your answer to Mr. Lansbury, and not to this particular detail. The question was a question of State or public industrial organisation, and I wanted to know what you meant by the word "public." I understand that you really meant by "public" a State industrial organisation?—I would have the ultimate responsibility rest upon the State, certainly.

78262. Therefore the whole of this would rest ultimately upon a State industrial organisation of labour?—That is rather a wide phrase. I said "labour market."

78263. You limit your phrase to "labour market"?—Yes.

78264. Very well; then it would be the State industrial organisation of the labour market?—I prefer that phrase, because I know what it means, and I do not know what you mean by the State organisation of labour. "State industrial or- ganisation of the labour market."

78265. What would you express by "labour market," then?—There is unfortunately no English term for it, but it is what the Germans call *Arbeits-vermittlung*. Meaning of "labour market." I mean the work of the middleman between the employer and the employed.

78266. Did not your answer to Mr. Lansbury go beyond this *Arbeits-vermittlung*? I understood him to ask you with a particular object, that is to say, he was aiming at getting your view upon what would be the ultimate object of the introduction of this system, and your answer to him, as I understood, was that you would have to put this labour organisation generally on State lines. We are passing from the *Arbeits-vermittlung* business?—Quite so. It is the instrument to all sorts of other objects. When the employed use it they may have one object, that of expanding the standard wage; when employers use it they may have another object, that of breaking strikes or black-listing agitators. When the State uses it it may have two objects to which I attach great importance. These are, first, the decasualisation of labour and the eradication of under-employment, and, secondly, the obtaining of a perfect test of unemployment. Those are two objects which I think the State should have; I think there may be others. Two objects of State changes.

78267. (*Mr. Loch.*) May I suggest that you are dealing with the question in a more limited form than the question that was put to you by Mr. Lansbury, which was the broad question whether the ultimate result of all this did not entail the organisation of labour as a whole by the State?

78268. (*Mr. Lansbury.*) What I really mean is that in the ultimate you have got to compel the employer either to take men from you or to continuously employ them?—Yes.

Mr. William H. Beveridge. 78269. I put the question to you whether that did not involve really the State organisation of labour, and you said not quite, as there are other things besides the employment of men in the organisation of labour. Then I put it to you that it meant the State organisation, or employment, of labour, and you said not "State" but "public," and I am quite willing to take your answer as "public."

Question whether labour exchanges involve State organisation of labour.

78270. (*Mr. Lock.*) I want a definition?—I am quite prepared to stick to "ultimate State responsibility"; but I do not want to exclude what I think is very often the better way of managing it, that is, by voluntary associations—Why, I definitely will not say, "the State organisation of labour" is that that includes rates of wages, conditions of employment, almost everything under the sun, and I am not dealing with that at present.

78271. (*Mr. Lansbury.*) Only you are dealing with this one thing which does govern rates of wages to some extent. You are going to lay down a hard and fast rule that an employer must give a man continuous employment, and that is a revolution in industrial employment in England, and especially in London—well, it is everywhere. You are going to say to the employer "You must employ this man whether it pays you or not for so many days a week, unless you come to the exchange, and then we are going to so organise that the man shall work for you to-day and for somebody else to-morrow"?—Yes.

78272. I think you have cut the bottom from that by telling me there will be dislocations when there will not be enough employment to go round, and you will have these people on your hands; but apart from that you are going to compel the employer to do certain things, and I suggest that that is the State organising for the employer whom he shall employ and how he shall employ them?—No.

78273. It strikes me like that?—No.

78274. (*Chairman.*) Do you wish to go further than the system which has been developed in Germany?—Certainly.

78275. You do want to go further?—Certainly. The Germans have just got an instrument, and this decasualisation is the most important use of that instrument that I know of at present. I think that one must go on to that.

78276. Then what I understand you suggest is this—that the State must have in its mind certain ideas, but if by voluntary associations these ideas can be carried out, well and good, and if by local associations they can be carried out, well and good?—Yes.

78277. But if both fail, then the State would interfere; is that your idea?—May I sum up the whole thing by another illustration from Germany? In Germany the State says: "Every man must be insured against sickness; if you are insured in a voluntary association (there are many different sorts of voluntary associations), well and good; if not, here is a subsidiary State association in which you are insured." That is the central principle of German sickness insurance. That is the principle I have in mind. I hope I have made it quite clear why I prefer "labour market" to the "the organisation of labour"?—

Reorganised system of London and India Docks Company.

78278. (*Mr. Lansbury.*) We will come down now to something practical. I am going to ask you about the London and India Docks Company. You quote the London and India Docks Company as having reorganised their staff; have you any figures as to that?—I have not got them here.

78279. Could you put them in?—Yes, I could, but I think, if I might suggest it, that the Commission would get them very much better from the London and India Docks Company itself.

78280. You are aware, are you not, that the B. men are not regularly employed now?—Quite so.

78281. Are you aware that under their system of reorganisation the amount of work that is done by an individual man is now very much increased, and that the total output of a man with the aid of the electrical machinery, which they also installed at that time, is very much greater?—I have been told by the engineer of that company that the men are much more efficient than they were under the casual system.

78282. My point is that they are casual now?—A certain number are casual.

78283. I am referring to the men that they have got in there of the first and second class?—I can simply state the system. They have permanent men, and they have registered A. men. The registered A. men are weekly servants, and till recently, when they had to discharge some because their business is going down, those men were practically permanent. Then you get to the B. men, who are irregular but have a preference, which is not of much value and is coming to be of less value. Then there used to be C. tickets, but I think those are gone. I think there are simply casuals below the B. men. If that agrees with your knowledge, that is my knowledge of it.

78284. The point about it is that the dock company, with the limited amount of work they have had in the matter of handling goods, have not been able to carry out the system of regular employment?—They have not been able to carry out the system of regular employment, because they do not have enough work; if they had more they would be able to.

78285. Now I will go to another point. You have been actively engaged in work amongst the unemployed for the last four years, I suppose, now going on for five?—Yes, it is over four now.

78286. Do you consider that there has been work in England which people have not known anything about, finding to which people could have been sent if you had had an efficient system of labour exchanges?—I certainly do not think that I could have laid my hands on work to employ these men during the last four years.

78287. You have made some efforts to find work for people who have been sent away to the colonies, and been found work there, have you not?—Well, not very much—not outside London, at any rate. We have not been able to link up outside London.

78288. I will not say "most," but a very considerable proportion of the jobs that you are getting now are quite trumpery jobs, are they not?—No, I should not say so.

78289. I mean they are jobs of under a month?—I gave the figures; about 2,000 out of 9,000 are under a month.

78290. But in regard to the others, unhappily, you have not any knowledge as to how long they go on afterwards?—It is very difficult to say.

78291. I understood you to say yesterday that you wanted the first Act to lapse, and you did not want it renewed?—It comes to be a question of words, but I think I should say on the whole I do not want the present Act renewed.

78292. Are you quite prepared to let the borough councils go on as they did previous to the Act?—I do not wish them to go on as they did previous to the Act, but I am not sure that what we do is any improvement except in regard to the one point that we collect better information and more information.

78293. Would you say that the work at Garden City, which you had something to do with, was not better from the point of view of morale for the average man than the work of the ordinary borough council which lasted for two or three days?—I think that there are distinct advantages in the country air, but I think that the permanent effect to those men was probably not much greater than that of the borough council work, simply because the problem is bigger than could be touched by that temporary work.

78294. You have changed your view, have you not, as to borough council work, and the other work?—No. If I may say so, I attach less importance to trying to run the relief work as well as possible, because I think, however well it is run, it is of very little use. I used to attach importance to considering the best way in which you could use and manage relief work; I attach less importance to that now.

78295. I understand you agree that even supposing you got your perfect system of labour exchanges to-morrow we would have on our hands, under present conditions, many thousands of men whom we have got to do something with?—We should have a very large legacy from the present bad system.

Disposal of surplus labour after establishment of labour exchanges.

Extent of casual labour at London and India Docks.

Possibility of finding enough work for the unemployed.

Duration of jobs found for the unemployed by labour exchanges.

Value of relief under Unemployed Workmen Act and of borough employment.

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Good and
bad methods
of temporary
assistance.

*Mr. William
H. Beveridge.*
15, Oct. 1901.
Operation of
insurance
system.

The work at
Hollesley
Bay.

78323. If some good work has been done, even under those circumstances, and if part of the fault is also in the Act itself, does it not point rather to an improvement of the Act in various directions than to the ultimate throwing it over altogether?—I think that again is a question of words in some ways. I think there are inherent defects in the Act which lead me to say that the change I want is the abolition of it rather than an amendment of it. The inherent defect as regards training is that we who are on the Central Body have no particular qualification for that training, that we are not in any direct touch with

Inherent defects in Unemployed Workmen Act.

Mr. William H. Beveridge. anything or anybody for whom we are training, and that therefore we do not give the training idea a fair chance—I am quite clear on that.

15 Oct., 1907. 78324. Those are defects of machinery, are they not?—They are defects of the bodies established to run this Act.

78325. Which is the machine?—Yes, I quite agree with that; it is the machine.

Question whether applicants to distress committees were persons for whom Unemployed Workmen Act was intended.

78326. Now, you said something with regard to persons applying under the Act to the effect that they were not the persons for whom the Act was intended; could you amplify that a little?—The persons for whom the Act is intended are applicants who are “honestly desirous of obtaining work, but temporarily unable to do so from exceptional causes” over which they have no control. The intermittence of a casual labourer’s occupation is not an exceptional cause, and therefore I should say that most of our people being habitually employed in irregular occupations were not unable to obtain work from an exceptional cause.

78327. These might be an exceptional lack even in those cases?—I quite agree that a cyclical depression which hits all trades hits the casual trades; but the predominant fact about these people is their chronic unemployment, and not the temporary intensification of their sufferings.

78328. But taking it generally, do you say from the point of view of character, they were below the idea of the Act?—I do not know what is the idea of the Act with regard to character.

78329. “A person honestly desirous of obtaining work”?—I am clear that a good many of them—a very large number of them—had been in the past honestly desirous of obtaining work, but I have no evidence of what they are now at all, because I have no means of testing.

78330. There was a certain test before they were given work, was there not?—There was an inquiry as to their past which is quite irrelevant to the present.

78331. Would you say they were as a rule people that it was desirable should be kept from touch with the Poor Law?—I think all people should be kept from touch with the Poor Law.

78332. That they were people who were standing just on the border, and that they were really desirous to keep from going over the edge and getting amongst those relieved by the Poor Law; would you say that?—I do not quite understand. That is simply asking me whether I think it is desirable to give them relief work, is it not? May I put it in this way. I quite agree that a great number of them were not irredeemable; they were people whom you might have improved and built up possibly into independent and self-supporting citizens; I cannot say definitely, but I should say there were possibilities of good in a very large proportion of them.

78333. Do you think that what was done for them under the Act, and what is being done for them under the Act, did not help them, and does not help them in that direction?—I do not think that what we have done for them under the Act has helped them to return to ordinary industry except in certain cases; in more cases it has produced a tendency to look to the Act for perpetual re-employment.

78334. One word about your labour exchanges. How many did you take over of the Municipal Exchanges in London, do you remember?—Nine, I think.

78335. In what condition were most of them when you took them over?—Most of them had been killed, once in 1902 by the passage of the London Government Act, and then they were killed again when the Unemployed Workmen Act came into force, and the staff was taken away to do distress committee work. I think, as I have said before, there was only one which had any real good will.

78336. They were moribund institutions?—I think they were moribund institutions.

78337. I want to discover why the municipalities took so little interest in them and thought so little of them—that is only fair to your own effort. Was one reason because in the old labour exchange only very inferior workmen applied?—There was simply no knowledge of what the exchanges were intended to do. They were not properly staffed; they were hampered by all sorts of bad

rules and they were almost all started in times of depression. I want to say this, that the time of depression is exactly the wrong time to start a labour exchange; the time to start it is when trade is going up, because then the people whom you decasualise have the best chance of finding other places for themselves.

78338. Employers held aloof practically altogether from these exchanges, did they not?—I think they did mostly.

78339. They knew nothing about them, in fact? They knew nothing about them; they were not advertised, and no effort was made to advertise them, though everything depends on that.

78340. And there was no cohesion between one labour exchange and another, was there? They simply worked each in its own area?—An attempt was made by the London Unemployed Fund to provide a central unemployed exchange.

78341. I am thinking of the time before that?—Before that they were quite separate—absolutely separate.

78342. Therefore, strictly speaking, might it not be said that the average municipal worker in London knows nothing at all about what a labour exchange should be?—I think that the failure of the municipal bureaux is simply no argument whatever against labour exchanges run with some understanding of their objects.

78343. We were told just now the idea of labour exchanges was rather pooh-poohed; is that not because of the utter failure of those that existed in the past, and the idea that you are doing something of the same character of thing over again?—Yes, certainly.

78344. Therefore, you want rather an educative process to make your labour exchange a success, even in London?—Yes, we greatly want an educative process.

78345. (*Mr. Nunn.*) Are we to understand that the employment exchanges at Egham, Ipswich, Fulham, Hampstead and two or three other places were dead failures?—I do not think they were dead failures. The Egham one stopped suddenly in 1894. I do not know what the Ipswich one is doing. The Fulham one stopped suddenly, though I do not know quite why.

78346. That was owing to causes connected with the Unemployed Workmen Act, I think?—I am not sure. I think they all just did a very little, but it was very little.

78347. (*Mr. Russell Wakefield.*) You are an enthusiast for labour exchanges, and that is the one part of what has been done under the Unemployed Workmen Act which you think might go on; is it not also true that the chairmen of the other committees, in the main, think their particular piece of work is the one that ought to go on?—I hope they do. But may I say I do not accept your statement that I think the labour exchange is the one part that should go on? I definitely say in my statement there is room for emigration, and there is room for real training in a treatment of this question.

78348. Therefore some of the things in the Act are excellent, though the instrument has been inefficient? I think the instrument is incurable—in London. You are asking me about our exchanges; as I said yesterday, I was not at all satisfied with them, but I meant no reflection on the efforts of our staff, which have been, I think, admirable; and of course there is a certain amount of real life, at any rate about some of them.

78349. (*Mr. Nunn.*) I think you said just now that an inquiry into a man’s past did not indicate his suitability for present work?—No, I did not say that. These inquiries do not tell you whether he is now unable to get work through exceptional causes beyond his control.

78350. I did not understand you to say “now unable”?—They do not tell you whether he falls within the definition of the Act. I put it as a logical proposition that inquiries about the past do not tell you anything about the state of the labour market at present.

78351. (*Mr. Lansbury.*) Without any evidence against a man, if he had been a man in fairly regular work and satisfied his employers, that is rather evidence, surely, that he would do the work and would take it?

78352. (*Chairman.*) That is not quite your point, is it? Your point is that he does not come within the

Causes of the weakness of these exchanges.

Effect of failure of previous exchanges upon general attitude towards present exchanges.

Results of certain labour exchanges.

Good elements in the Unemployed Workmen Act.

Condition of labour exchanges in London.

How far inquiries into a man’s past show present inability to get work.

Effect of relief under the Act upon the persons relieved.

Condition of the Metropolitan labour exchanges.

Causes of the weakness of these exchanges.

phraseology of the Act, which says that he is to be honestly desirous of obtaining work but temporarily, that is for the time being, unable to do so?—That was with regard to casual labour, but I think this is a different point. I simply put this as a logical proposition, that an enquiry about the man's past can tell you a lot about the man, but cannot tell you anything about the labour market at the present time.

78353. (*Mr. Lansbury.*) But it will tell you whether he is likely to honestly want work, and that is all you want to know?—It can tell you whether he is likely to want work; but that is not all you want to know.

78354. (*Mr. Nunn.*) Do you suppose any inquiry into human character could go so far as to absolutely determine that a man was not only able but willing to do work at the present moment, short of actually offering it and setting him to work?—That is my point, that no inquiry into character will give you that information. May I say that the only thing that will do it is the offer of such jobs as there are going through the labour exchange.

78355. Is that not rather a worthless point? Are not all the positions that are given to men given to them by inquiring as to what they have shown willingness and capability for in their past work? In regard to all the appointments that we give to people, are not those the points which really determine us in offering an appointment to a person or in offering him a piece of work?—Are you comparing our relief work with the ordinary appointments, we will say, made under a public body or anything of that sort?

78356. I put this case, that I have some work to be done and I want to find out a suitable candidate for it?—The suitability for an ordinary appointment is whether a man is able to do that work; but suitability, as defined by the Unemployed Workmen Act, is absolutely different.

78357. He must also be willing to undertake the work?—He must also be unable to find work himself.

78358. That is what nothing can prove, of course?—A complete control of the labour market would prove it. Nothing else could.

78359. Nothing short of actually offering the man the work, that is to say, you would have to have work ready for every candidate whether he was suitable or not, and that would be quite an impossible situation, would it not?—That is not my point. You would either have work ready and offer it to him, or you would know that there was no work ready for him, and therefore that he was unable to get work.

78360. But that would be a very expensive way, you will perhaps admit, of finding out who were the persons who might be able to fall under the Act?—I do not know whether you have seen what our inquiry on the distress committee has cost per man?

Mr. HARRY RUSSELL MAYNARD, called; and Examined

78371. (*Chairman.*) You are late Clerk to the Central Body for London?—Yes.

78372. You have been kind enough to prepare for us a Paper relating to the work of the Central Body in connection with the unemployed, in which you give us a great deal of interesting information, and some very useful analyses that we can take as your evidence-in-chief?—(*The Witness handed in the following Statement.*)

1. My experience of the problem of unemployment is based upon certain experiments in the management of relief works between November, 1903, and October, 1906. I was honorary secretary to the Mansion House Unemployed Committee from November, 1903, to October, 1904; secretary to the Central Committee of the London Unemployed Fund, established under Mr. Long's scheme, from November, 1904, to November, 1905; and clerk to the Central Unemployed Body for London from November, 1905, to October, 1906.

2. This period coincides with the greater part of the depression which was reflected in the *Labour Gazette* in the winter of 1902, and, more markedly, from May, 1903, onwards, and which was still indicated, though to a decreasing extent, in those returns in the autumn of 1906,

78361. I do not remember?—The mere inquiry cost *Mr. William* 28s. 6d., before we began to put a man to work. I think *H. Beveridge* that is a very expensive method.

78362. (*Mr. Lansbury.*) I do not think it ought to go down quite like that. Surely you know that that figure includes the investigation into several applicants who did not get work given to them?—I quite agree.

78363. It is a very much reduced figure for those whom you employed, who formed quite a small proportion of those cases that you investigated?—I only want to show that we have to make these inquiries in order to select the people who are fit.

78364. But those whom you employed did not cost 28s. 6d. each?—I quite agree. We do not differ.

78365. (*Mr. Nunn.*) Is it not also true that you have to consider the difference between the waste in the work done by a comparatively efficient person whom you have accepted as the result of inquiries, and the work done by a comparatively inefficient person whose work you have rejected as the result of inquiries?—I do not see that that has any bearing. I merely say that this is the cost of determining who are the people who are to be helped by the Act. I quite agree that you ought to get a more efficient person by these inquiries—in theory you do at any rate; I do not know whether you do in practice.

78366. (*Mr. Lansbury.*) The men who got work were not the only men who were worthy of work, because the giving of work was limited by how much money you had to spend on the giving of work?—Of course, on my interpretation of it we gave work to many people who I do not say were not worthy but who were not expected, under any strict interpretation of the Act, to get work under it.

78367. (*Mr. Nunn.*) Is it not true that in estimating the cost of those inquiries you ascertained that there were a large number of persons suitable for the work who did not actually get it, because the work was not forthcoming?—I do not know.

78368. (*Chairman.*) The figure that you gave of 28s. 6d. was really the cost of the general investigations?—Yes, I meant no more than that.

78369. (*Mr. Gardiner.*) Could you put in a return showing whether emigration in certain selected cases has been justified by results, and showing also those cases which have been trained at special institutions?—I have no special knowledge on that subject, and I think that might be much better got from someone else.

78370. (*Chairman.*) The emigration is not under you, is it?—No.

78370a. Would you put in copies of the forms used in London Labour Exchanges?—Yes, I shall send them to you. (Subsequently sent. See Appendix No. LXXXVI. (E)).

Mr. Harry R. Maynard.

especially in the building and dock trades, which affect large numbers of the less skilled workers in London. 15 Oct., 1907.

MANSION HOUSE COMMITTEE, 1903-4.

3. The Mansion House Unemployed Committee had been dormant since the depression of 1892-4. During the winter of 1902 there had been exceptional distress in various parts, and newspaper funds had been opened for the collection of money, which was forwarded for distribution to some of the clergy and other workers in the East End. The results of this method of distribution, together with the prospect of increased distress in the winter of 1903-4, led to the revival of the Mansion House Committee as a central collecting and administering agency, and the adoption by that Committee of a definite scheme of relief works. It may be well to mention here that during the winter of 1904-5, when the centralised organisation of the London Unemployed Fund occupied the area of the county of London with a scheme limited to employment relief, large newspaper funds were at the same time collected and distributed with disastrous results in districts outside the county such as West Ham; while in the winter of 1905-6 the Unemployed Workmen Act provided an organised machinery for the administration, by means of employment relief, of the greater part of the Queen's Unemployed Fund.

Mansion House Unemployed Committee, 1903-4.

Bad effects of newspaper funds.

Unemployed Workmen Act, 1905.

Mr. Harry R.
Maynard.

15 Oct., 1907.

Mansion
House Com-
mittee, its
scheme and
operation.

4. The main feature of the scheme of the Mansion House Committee* was the provision of continuous work for male heads of families, the men being boarded and lodged and employed in rural colonies, while an allowance was paid to the families in London on a scale based on the number of children, and averaging 14s. 6d. a week. The men were allowed to return home on furlough at regular intervals to visit their families and look for work.

5. At first no enquiries were made, as it was hoped that the removal from London would prove a sufficient test. It was soon found, however, that the conditions, designed to be slightly deterrent to regular workmen accustomed to 20s. or 30s. a week, proved unduly attractive to casual labourers accustomed to more or less irregular earnings of 15s. or 18s. a week, especially as the presence of such men in large numbers led to a low standard of industry and output. It was therefore decided after about three weeks to give preference to men who were accustomed to regular work, especially as these would be more likely, if tided over a period of depression, to regain regular employment.

6. This led to the development of a special enquiry form, the most important question on which, beyond elementary enquiries as to residence, etc., was as to "longest employment," the answer to be verified by reference to an employer.

At the same time the area of operations was extended from Stepney to the four Eastern boroughs and the furlough period lengthened from a fortnight to a month.

7. These changes resulted in the exclusion of fresh casual labourers and in a marked improvement in the standard of work and conduct on the colonies. Of the 160 sent without enquiry or references 119 described themselves as labourers. Of the 307 with references 132 were labourers, while 67 other occupations were represented.† Of the first 160, 50 per cent. left the works for unsatisfactory reasons, while of the later 307 only 23 per cent. failed, although the standard of work and conduct gradually rose.

8. This experiment revealed four different classes of unemployed:—

First.—The high-class mechanics and other highly skilled workmen—the class from which the membership of the more organised trades unions and friendly societies is drawn. These did not as a rule apply, and for the most part those who did found the conditions too deterrent.‡

Second.—Men usually in regular work though of less skilled character. This was the class selected during the later period; and they seemed to find the conditions, as regards the balance of sacrifice and remuneration, neither too deterrent nor too attractive.

Third.—Casual labourers. These formed the majority of those employed during the first period, and to them the conditions as compared with their ordinary standard were too attractive. As it was impossible for the Committee to establish a second grade of colony to accommodate them, they had to be entirely excluded.

Fourth.—Those who refused the test of work altogether or were unwilling to make the necessary sacrifice of leaving town or who proved otherwise unemployable.

9. Of these four classes the first and the fourth were deterred, for opposite reasons, by the terms of the offer. The second and third could only be distinguished by enquiry, and until they were so distinguished and a class selected to whose standard of living the standard of relief was appropriate, the automatic tests of removal to the country and continuous work were insufficient to weed out the unemployables mingled with them or those not in real need.

10. The colonies were kept open altogether for seventeen weeks. The period of employment offered varied from four weeks to seventeen weeks. The actual period of employment averaged five and a half weeks. The number of men employed was 467, the maximum number at one time being 305, the number of persons relieved was 2,456.

The total cost was £3,909, the amount spent in actual relief being £2,973. The average relief to each family per week was 13s. 11d., besides maintenance and 6d. a week to the men. The total cost per family per week was 30s. 6d.* In addition to this sixteen families, or seventy-eight persons, were emigrated, mostly through the East End Emigration Fund, at a total cost of £410, of which the Committee contributed £360. An attempt was also made to find employment in the country for some of the men. Twelve were tried, but without success.

11. The works closed for want of funds on March 24th, Closing of a week before Easter. An enquiry into the subsequent works of position of the men helped, made in the following July, Mansion House Com- showed that of 200 out of the 307 who had given proof of mittee and subsequent position of men helped. being usually in regular work, and had done well on the relief works, one-third were in regular employment, one-third had had casual employment amounting to about one month in four, and one-third were out of work altogether.† This result should be compared with the *Labour Gazette* figures, which show that the want of employment during that summer was worse than during the winter of 1902-3.

12. The chief difficulty of the Mansion House scheme, Difficulties considered as an organisation for relieving distress and of Mansion House scheme. for carrying out an experiment, lay in the smallness of its resources. This compelled the works to close before any revival of trade could be expected, even had the depression not been far too prolonged to be tided over by any system of relief works. It also compelled the Committee to limit their area of operations, in spite of applications from various local committees in other parts of London.

13. The Mansion House Committee had, however, cer- Advantages tain advantages over the larger central committees that of Mansion House Committee. followed. It worked, like them, by means of central House and local committees, the central providing employment and the local recommending applicants. But the Central Executive was independent of the local committees. Except in the one case of Poplar, it existed prior to them and called them into being to co-operate on certain definite lines. Its organisation was in working order and its principles established before they were formed and their representatives co-opted. This fact, together with the smallness of its operations, gave it a control over the experiment which the later central committees lacked.

14. During the previous winter various borough Borough council relief Government Board Circular of 1892 of putting in hand works in special work for the benefit of genuine workmen who 1902-3. would be demoralised by having to resort to the Poor Law. These municipal relief works were usually rendered worse than useless by the system adopted. In the first place only three days' work was offered as a rule to each applicant. This was insufficient to give any real assistance, or to enable any reasonable standard of work to be demanded. In the second place no proper selection of applicants was made, so that such assistance as was given failed to reach those for whom it was designed.

15. During the winter of 1903-4, however, representa- Relief works tive committees, composed of members of borough in London councils and boards of guardians and others interested in the problem, had been formed in various parts of 1903-4. London for the purpose of receiving and dealing with applications. In some cases these committees distributed relief, in others they only recommended suitable applicants to the borough surveyor. In one case the borough council was running three-day relief works, while the representative Committee did not consider that there was exceptional distress sufficient to justify them in opening a register. In Camberwell a complete classification of applicants was made and all suitable cases were sent on to the borough surveyor, but owing to the small amount of local work available only a small proportion could be provided with work. The Mansion

Inquiry form
used by
Mansion
House Com-
mittee.

Extension of
operations.

Results of
these changes

Four classes
of un-
employed
shown by
enquiries of
Mansion
House
Committee.

Colonies
under
Mansion
House
Committee.

* See Report of Executive Committee.

† See Report, Appendix, Table D.

‡ See Report, Appendix, Table G.

* As in the case of the Poor Law, a great part of the administrative expense of the scheme was preventive, and the division of the total by the number relieved is of little value.

† See Report, Appendix, Table K.; cf. the result of a similar enquiry made by the Central Body in June, 1906

House Committee took a few cases from some of these committees late in the season.*

16. The reports of the Mansion House and Camberwell Committees were referred to by Mr. Long in the autumn of 1904 as being among the sources which provided suggestions for his scheme of central and local committees.

LONDON UNEMPLOYED FUND—1904-5.

17. The organisation of the London Unemployed Fund, set up in accordance with this scheme, consisted of (1) Joint Committees in every borough composed of members of borough councils and boards of guardians and in some cases members of charitable and parochial associations and others interested in the problem. (2) A Central Committee composed of delegates from the joint committees, the City Corporation, and the London County Council, together with certain members nominated by Mr. Long.

18. The joint committees were to receive, investigate, and classify applications, while the Central Committee was to co-ordinate their operations and provide work. The funds were to be provided by voluntary contributions, but it was suggested by the Local Government Board that the borough councils should later on contribute to that part of the fund which was used for making grants in aid of work put in hand by local authorities.

19. The Central Committee met for the first time on November 25th, 1904, many of the joint committees having by that time already begun operations. By March 31st, 1905, the joint committees had registered about 45,000 applications. Including a small number dealt with during the summer the Central Committee had by September 30th, 1905, provided employment for 3,498 men for an average period of eight weeks, besides making grants of £5,600 in aid of borough council work, and had emigrated forty-two families. The total amount expended, exclusive of £10,948 represented by remaining assets chiefly at Hollesley Bay, was £41,260, of which £34,194 was spent in relief, £4,349 in expenses incidental to the various works, £1,480 in rail fares, £1,555 in office expenses, £465 in advertising contributions, £1,012 in emigration and £205 in establishing a central employment exchange. The expenses of the joint committees were paid by the borough councils.

20. The London Unemployed Fund had the advantage over the Mansion House Committee of covering the whole of London and so avoiding differential treatment of different areas of distress. On the other hand, its resources were, considering the increased area, almost equally limited, and the administration difficulties were enormously increased. The method of its composition—by delegation from joint committees of local authorities—weakened its control over the local committees, gave an undue preponderance to conflicting local interests over common central interests, and introduced an element wanting in experience or of special interest in the problem in hand.

21. These weaknesses affected both the selection of applicants and the management of the works; and prevented the close correlation of the two which the experience of the Mansion House Committee had shown to be necessary if undue attractiveness to the lower class of unemployed and deterrence to the higher was to be avoided.

22. The weakness in the selection of applicants was due in the first place to the want of uniformity in the different boroughs. The original scheme had contemplated the division of applications into two classes—respectable men temporarily distressed owing to inability to find employment, and those who should be regarded as ordinary applicants for Poor Law relief. The Local Government Board had also laid down certain principles of selection—the exclusion of cases of chronic distress, of persons of bad character or of less than six months' residence in London; and preference to persons possessing established homes. But owing to the fact that the joint committees were formed before the Central, and began operations either before it met or before any central instructions could be drawn up, there was very little uniformity in practice. There was, for instance, no common model for an application form—the most essential instrument of classifica-

tion. In the second place there was no central staff adequate to supervise or co-ordinate the work of the local committees. Each committee was asked for particulars as to its methods, but the application forms of selected men were not submitted to the Central. Finally there were few signs of knowledge of the past history of the problem or the causes and conditions of past failures, and consequently of effort to avoid them.*

23. In the provision of work the resources of the London Unemployed Fund were equally limited in proportion to the size of its area. It was formed too late to make preparations in advance, and it was compelled to rely upon contracts hastily made with local authorities or private bodies having access to land. Consequently it was unable to provide employment outlets on a large enough scale or rapidly enough to meet the demand or to keep the machinery of selection in motion and so to secure some degree of control over it by dealing with its products; and the greater part of the works had to be closed before any considerable revival of trade had taken place.

24. The work actually provided consisted partly of colony works on the lines of the Mansion House Committee, partly of London works managed by the Central Committee, and partly of municipal works put in hand by borough councils and assisted by grants from the Central Committee. In the London works an attempt was made to avoid undue attractiveness by reducing the hours so as to bring the weekly wage below the normal total for the class of work, and in many cases, automatically, by the distance of the work from the men's homes. At Long Grove, for instance, men from several different boroughs had to catch a train at Waterloo at 6.40 a.m., to arrive back at about 6 p.m. and to pay 4d. towards the railway fare. The borough council work did not demand the same amount of sacrifice and was consequently more attractive.

25. There were thus possibilities of grading so that to some extent, by a little deliberate increase in the differences, each class of applicant could have been offered work under conditions just sufficiently unattractive to them. The local committees were recommended to classify selected applicants into the three classes mentioned above; they were told in each case that the conditions were appropriate (as it happened) to the second class (men usually in regular work of a less skilled character), and asked to send men accustomed to at least as high a weekly wage. But there was no means of judging how far any attempt was made to carry out these precautions. In the absence of such precautions the most attractive work tends to fall to the lower class of applicants since they are less ready to make sacrifices required by the less attractive. Gradation was, in fact, rendered almost impossible by the lack of time for preparation, because the least attractive work (Hadleigh) happened to become available first, whereas priority could not very well be given to an inferior class of applicant.

26. The character of the men selected can be to some extent judged from the records of the special works and the relative numbers who were discharged or gave relief by up the work for insufficient reasons. (See heading London "Character of Men on Works," in Index to Committee's Report.) Not infrequently about one-third of those selected proved to be capable or industrious, one-third were fair, and one-third indifferent or bad.

The statistics of reasons given for leaving show the following general results:—†

	London works (exclusive of municipal).	Colony works.
Stayed to end, or left for good reason -	2,057	752
Discharged or left for insufficient reasons -	312	291
	2,369	1,043

* This absence of uniformity made it necessary to distribute the benefits of the Fund amongst the local committees, not according to the number of applicants passed, but according to a scale of allotment based on estimates of relative poverty independent of the statistics of the local committees. Particulars of the scales of allotment adopted are given in the Report of the London Unemployed Fund, p. 28, and the Central Body Report, pp. 14-16.

† See Report, p. 127.

* For particulars of some of these schemes see report of evidence before the Charity Organisation Society Committee of Enquiry, 1904.

Mr. Harry R. Maynard.

15 Oct., 1907.

The Central Body for London under Unemployed Workmen Act.

Weakness of the Central Body.

Difficulties with the record papers

Result as regards class of men selected.

Numbers of persons registered by distress committees and cost of relief.

It should be noted, however, that such figures as these are liable to be affected by the character of the individual foreman or superintendents, and by the conditions of the various works, as well as by the class of men selected.

CENTRAL (UNEMPLOYED) BODY FOR LONDON, 1905-6.

27. In respect of funds the Central Body established under the Unemployed Workmen Act had the* advantage of receiving large grants from the Queen's Unemployed Fund for the maintenance of its works, while for establishment expenses, emigration, employment exchanges and the purchase of land it could levy a rate in the Metropolitan boroughs. But it was subject to many of the same disadvantages as the Central Committee under Mr. Long's scheme. It also was formed subsequent to, and was to a large extent dependent upon, the local Distress Committees, which it had to centralise, co-ordinate and control. It came into being at the same late date, although it had a more complicated organisation to create. It had the same lack of employment outlets and consequently of automatic control over the machinery of selection.

28. A certain amount of uniformity was, however, secured by the regulations of the Local Government Board,† which embodied some of the results of the recent experience and provided for central control. There was a uniform application form (known as the record paper). (For copy see Appendix No. LXXXVII. (A)), which included questions covering the particulars necessary to distinguish the three subdivisions of the genuine unemployed already mentioned, and to enable preference to be given to those who gave evidence of thrift and whose homes were best kept. But the objects of the inquiry were often not understood, and the Central Body was not established early enough and had not staff enough to issue explanations or exercise sufficient supervision.‡

After two months, moreover, the record paper was altered, and the questions distinguishing the trade union and friendly society class, the regular workers,§ and the casual labourers, omitted. (For copy see Appendix No. LXXXVII. (B)). A very large number of applications had, however, been registered on the old form and the first season's work was therefore largely unaffected, though doubtless owing to ignorance and inexperience the old form was often used during this period at once harshly and ineffectively. The record papers were in all cases passed by the Central Body before final selection, but while this enabled the worst to be returned with comments suggesting rejection or further inquiry, and so tended to promote efficiency and uniformity, it was impossible, owing to the pressure and the absence of previous central explanations, to exact a high standard.

29. For these reasons, while it is certain that large numbers of those employed on the works had never been accustomed to such regular work or to such a high rate of wages as they received, it is possible that there were on the books of the distress committees at least as many regular workers who might, had preference been given to them, been tided over the worst of a period of exceptional distress, and who could have been helped without the same undesirable consequences.

30. The total number registered by the distress committees to March 31st, 1906, was 39,800. Up to May 12th, 1906, the Central Body had assisted (including about 400 employed in borough schemes aided by grants) about 5,000 men by employment for periods averaging in different works from fourteen to fifteen weeks, and by May 31st had emigrated 350 families. By May 12th the expenditure had been approximately as follows:—Out of the Voluntary Fund (mainly grants from the Queen's Unemployed Fund): as relief £31,075, and expenses

* See Preliminary Report (November, 1905, to May, 1906).

† Summarised in the Preliminary Report, p. 2.

‡ A specimen of the instructions issued prior to the opening of the registers for the following winter is enclosed. (See Appendix No. LXXXVII. (C).) Cf. also the suggestions included by the Central Committee of Mr. Long's scheme in their Report, pp. 36-45.

§ The past employment record was reduced to twelve months, and was therefore frequently insufficient to elicit the longest ordinary employment of a regular worker when the period of depression had, as in this instance, lasted already more than twelve months. Specimens of the forms are enclosed.

|| Certain particulars extracted from the record papers of men employed are given in the Report to May 12th, App. XI. See also pp. 26 and 29.

of works, £7,227; total, £38,302. Out of the Rate Fund: emigration, £3,500 establishment charges, distress committees, £5,420, and central office, £1,728; total, £10,600.

31. The temporary work provided by the Central Body was of the same character as that provided by the Central Committee of the London Unemployed Fund, viz., partly colony work, partly London, and partly municipal. These various kinds had the same advantages and disadvantages as before.

32. The colony system, with its residence, maintenance, supervision and money payment direct by visitors to the family, provided an automatic test of genuineness, a security for the maintenance of the home, and bodily health and social discipline for the men; but with a danger of loss of independence and enterprise.

The work near men's homes became, to large numbers of the men elected, an easy and well paid local job demanding the minimum of energy or sacrifice, and possessing in many cases, owing to defective supervision and the low class of men selected, the features of a new kind of out-relief accompanied by an inadequate labour test.

The municipal works aided by grants were by the Local Government Board regulations far more under central control than in the previous winter, the record papers being submitted to the Central Body just as in centrally managed works. The evidence thus obtained showed that in these works, which should have been, and were advocated as being, the most like contract work and the best suited for the self-respecting and genuine unemployed, both the supervision and the selection tended to be particularly lax. In one case many of the worst record papers (which came before the Central Body subsequently owing to a grant being made to the work) were marked: "For local work only, not central." In spite of this the number of discharges from municipal works was usually very small, and this fact suggests that in most cases the element of relief predominated over the element of employment.

33. The work provided by the London Unemployed Fund and the Central Body included levelling, double digging, trenching, road making, sea walling, various agricultural operations and a certain amount of painting and other lighter tasks. The reports showed that the quality of the work as compared with ordinary employment was usually satisfactory, but that it took longer to do.*

34. The value of the work done, as reflected in the recoupment received, depended upon its nature and its relation to the immediate requirements of the contracting party. With the exception of Hollesley Bay the Unemployed Committee possessed no land and were dependent on contracts with public authorities or private parties having access to land. Time did not permit of a full consideration of the kind of work which should be the subject of such contracts or of the terms of contract appropriate to each case. It was more important to provide immediate relief and to keep the machinery of selection working and under control. But an attempt was made in all cases to see that the work accepted was not useless and yet not such as would ordinarily be done by contract labour or out of the ordinary resources of those offering it. The degree to which these opposite dangers were avoided affected the amount of recoupment which could properly be asked for. If the work was useful and within the province of the contracting authorities it was obviously only the expense, as compared with the resources of the authorities and the demands of more urgent work, that prevented them from doing it themselves. A fair recoupment would therefore have been the amount which the contracting authorities would have been justified in spending on the work in the ordinary way if the work could have been done in the ordinary way for that amount; and only when the value of the work thus calculated was less than its ordinary contract cost would it be a proper subject for the intervention of a central authority with funds for the maintenance of relief works.† According to this standard, an Unemployed Committee, having ample choice of employment openings,

* See Report of London Unemployed Fund, Index, "Work done," and similar passages in the Mansion House Committee's report, pp. 21 and 22, and Central Body Preliminary Report, pp. 29, 30, 42.

† For a concrete illustration, see Report of London Unemployed Fund, p. 53, "Long Grove."

Character of work provided by Central Body

Colony work.

Ordinary local relief works.

Municipal works aided by grants.

Nature and quality of work under London Unemployed Fund and Central Body.

Value of work done.

might have felt bound to make further enquiries with a view to deciding whether, for instance (judging from the recoupment offered), some of the work in the London County Council parks and at Long Grove, at Hadleigh and in the Royal Parks, was sufficiently useful; and whether, in accepting the work on the City markets, and in some of the borough schemes where the local authority paid everything but the extra cost due to unemployed labour, they were not in danger of interfering with ordinary contract employment. Such a Committee would be justified in doing work without recoupment only where the work was useful to the community and yet not within the province of any spending authority or profitable to any private individual or corporation.

35. Besides ordinary relief works there were certain special operations undertaken by the Central Committee of the London Unemployed Fund, and the Central Body respectively.

36. *Hollesley Bay.*—This estate, leased at a peppercorn rent to the Central Committee by Mr. Fels and purchased by the Central Body, was utilised partly for the provision of temporary unskilled work for large numbers and partly for the training in agricultural pursuits of a few men (together with their families) selected out of the larger number for their observed fitness and desire for country life. The original programme of the colony contemplated three stages in the treatment of selected men.*

First.—The preliminary testing, while the families remained in London, the men being observed by the superintendent of the colony, and the families by the visitors paying the weekly allowances and by special representatives of the Central Committee.†

Second.—If both appeared *prima facie* suitable, a period of training for both men and families in a cottage on the estate.

Third.—The establishment of families in agricultural pursuits, preferably by means of market gardening, small holdings, or emigration.

By October, 1906, about fifty-six men were on the selected list and twelve families had been removed to cottages on the estate for the second stage. The transfer of further families was hampered by lack of cottages.

For the purpose of temporary relief work the colony had the advantage that the whole value of this work became the property of the Committee and no question of contracts with outside authorities was involved.

37. *Women's Work.*—Lack both of funds and of time prevented the Central Committee from undertaking this branch, but the Central Body took it up as soon as opportunity permitted. Many of the Distress Committees had not invited applications from women, but such applications as had been received by the Distress Committee were analysed and after cases of dependence on male breadwinners or of chronic poor relief were eliminated some of the applicants were given a week's employment and training at the Association of Trained Charwomen, while for those better suited for needlework, workrooms were opened for the manufacture of articles for use in the colonies or for the outfit of emigrants. In the case of women the difficulty of devising reasonable conditions not unduly attractive to such low-paid workers was peculiarly great, and the degree of success or non-success had not been ascertained by October, 1906. The registers which in the case of men were not reopened till the autumn were opened for women in July in view of the summer slackness of certain women's trades.‡

38. *Emigration.*—This has been assisted on a steadily increasing scale each winter, especially by the Central Body which can utilise the Rate Fund for the purpose.§

* See Report of London Unemployed Fund, pp 72-3 and 74-84. See also Preliminary Report of Central Body, pp. 35-37.

† See Preliminary Report of Central Body, p. 49.

‡ A specimen of the instructions issued prior to this second opening of the registers is enclosed. (See Appendix No. LXXXVII. (D).)

§ See Mansion House Committee Report, p. 24. London Unemployed Fund, pp 91-99 and Index: Central Body, pp. 43-48.

39. *Employment Exchanges.*—Under Mr. Long's scheme the joint committees were to endeavour to find ordinary work for applicants and the Central Committee was empowered to assist by the establishment of labour exchanges. The Central Committee therefore established a central employment exchange in connection with the existing municipal labour bureaux. Under the Unemployed Workmen Act labour exchanges could be maintained out of the rate fund, and the Central Body has established an organised system of exchanges covering practically the whole of London and co-ordinated by means of a Central Employment Exchange.*

40. The following are the conclusions based on the above experience with regard to the points on which the views of witnesses are requested.

I. EXTENT OF DISTRESS.

A.—Numbers, Classes, and Character.

41. *Numbers.*—The numbers vary more or less according to the state of trade. The variations are reflected in the *Labour Gazette* tables; in the applications to labour exchanges; in the applications to distress committees, when properly investigated and classified; and in the statistics of Poor Law relief. The first source of information is very imperfect as regards absolute numbers, but useful as indicating fluctuations and thus proving the reality of the industrial problem at least as far as regards the excess above the minimum percentage. The second was too small by October, 1906, to be of much use. The third is very unreliable, being affected by the methods of administration and the prospect of assistance, but in the experiences of committees where the work is carefully done fluctuations are indicated by changes not only in the numbers but in the class of applicants.

The Poor Law figures also vary with methods of administration and deal with a lower class, but the statistics for London taken as a whole show at least for certain limited periods an apparent tendency to follow the unemployment curve at an interval of about a year.

All these figures except the first are affected by the large mass of casual labour which is never wholly employed and consequently always liable to be at any given moment reckoned largely as unemployed. This element has vitiated all attempts hitherto made at a direct census.

42. The unemployed may be classified in a variety of ways more or less valuable,† e.g.:—

Classes and Character.

43. *As to Trades.*—This is of value as indicating the extent and character of the depression which produces the distress, and thus assisting in the provision of remedies. For instance, in 1892-4 the engineering and shipbuilding trades were specially affected; in 1902-6, in London, the building and docks. But in London depression in individual trades is less easily distinguished than elsewhere, and the distinction of less value, owing to the mass of unskilled and comparatively unspecialised labour.‡

44. *As to Personal Character.*—The unemployed naturally include a large proportion of the less efficient since these are the first to be discharged, and because unemployment produces degeneration. But in times of depression they include a considerable proportion of men of average efficiency. Defects of personal character may be a cause of chronic unemployment of individuals, but it is doubtful whether they necessarily affect the total amount or the amount of fluctuation except in so far as they hamper enterprise by producing waste of material or want of confidence.

45. *As to Age.*—Figures extracted from the Mansion House Report, p. 40, and Central Body Report, p. 75,

* See London Unemployed Fund Report, Index, "Employment Exchanges," and Central Body Report, p. 52.

† Compare also the particulars extracted from samples of the record papers of men employed, Central Body Report, Appendix XI, and of applicants, Appendix XIII.

‡ Compare tables of applicants' occupations in the various reports, Mansion House Committee, Appendix table D L.U.F., p. 128; C.U.B.L., pp. 75-81.

Mr. Harry R. Maynard.
15 Oct., 1907.
Employment exchanges under Mr. Long's scheme employed Workmen Act.

Sources of information as to numbers of unemployed.

Effect of casual labour upon accuracy of statistics.

Classification of unemployed by trades of little use in London.

Personal character of unemployed.

Mr. Harry R. give the following results for a portion of the men Maynard. helped :—

15 Oct., 1907.	Mansion House Committee.		Central Body.	
	Ages of unemployed.	per cent.		per cent.
	under 20	1	25 and under	7.9
	20 to 29	22.5	26 to 35	35.5
	30 „ 39	47.5	36 „ 45	36.4
	40 „ 49	25.0	46 „ 55	15.8
	over 50	4.0	56 „ 65	4.1
			not stated	.3
		100.0		100.0*

Skilled and unskilled labour.

46. *As to Industrial Skill.*—The distinction between skilled and unskilled is not of much direct value since the proper proportions of these depend upon the relative demand, rather than upon the absolute amount of employment. The excess of unskilled labour amongst applicants may be accounted for by the facts that it is easier and therefore more likely to be overcrowded; that it is more casual and therefore more likely to attract a supply in excess of the demand; that it is the residuary occupation of the degenerate skilled; that the more highly skilled workmen hold aloof from relief committees.

Classification under Mr. Long's scheme according to general industrial status.

47. *As to General Industrial Status.*—The two main classes recognised by Mr. Long's scheme as a classification appropriate to relief works—

- (i) Those exceptionally distressed owing to inability to obtain employment;
(ii) Those chronically distressed—
may each be sub-divided as follows:—

- (i) Exceptional:—
(a) High class mechanics, etc.
(b) Those accustomed to regular employment though less skilled and less organised.
(c) Casual labourers.

- (ii) Chronic:—
Age, illness, vice, defect, or other non-industrial condition.

Class (i) (a) forms the basis of the *Labour Gazette* figures and a small percentage of applicants to distress committees—much smaller than their proportion of the total unemployed.

Class (i) (b) are included in considerable numbers amongst the applicants to distress committees and form a larger or smaller proportion of those employed on comparatively well paid relief works according to the care exercised by the selecting committees, e.g.

Under the Mansion House Committee when casual labourers were excluded the longest references from single employers obtained in 274 cases employed were as follows:—

	per cent.
Under 1 year	12.4
1 to 5 years	37.5
5 to 10 years	19.2
10 to 20 years	20.2
Over 20 years	2.6
Uncertain	8.1

Total - - - - 100.0

This may not always have meant continuous employment, but it indicated definite association with a given employer.

Under the Central Body an analysis of a proportion of the record papers of the men employed on certain of the works showed †:—

	per cent.
Casual or under 3 months	11.1
3 months to 1 year	12.9
1 to 5 years	31.4
5 to 10 years	19.5
10 to 20 years	16.4
20 years and over	3.5
Uncertain	5.0
Total	100.0

* The returns issued by the Distress Committee covering the whole of the applications give almost exactly the same percentages. (See Central Body's Preliminary Report, Appendix XIII.)

† See Preliminary Report, p. 77.

Of the cases of one year and upwards about 40 per cent. were reported as “not continuous.”

Class (i) (c) (Casual Labourers) formed the greater number of the applicants to distress committees and the most difficult problem, partly because it is impossible to provide employment on ordinary lines where the remuneration will not be unduly attractive and partly because it is practically impossible to ascertain whether or not they are any better off after the period of assistance than before.

Class (ii) was under Mr. Long's scheme to be considered as ordinary applicants for Poor Law relief. This definition does not, however, cover all cases of chronic distress, while on the other hand many cases of exceptional distress cannot be usefully assisted by the mere provision of temporary work. For both these classes the presence on the local committees of representatives of charitable agencies afforded a possibility of providing appropriate assistance.

B.—Periods of Distress.

48. Distress from want of employment is partly periodic, partly chronic.

The periodic may be seasonal or cyclical:—

(a) Seasonal distress should be provided against in the trade itself by means of high wages, or by alternative occupations. Otherwise the trade is being subsidized. Both these remedies, however, require a much greater degree of industrial organisation than is at present found in most seasonal trades. Otherwise high wages may attract larger numbers than the trade can support, and the alternative occupation may become merely a second seasonal trade with its own period of distress.

(b) Cyclical depression is beyond the resources of all but the most highly-organised trades, and seems bound to require at times exceptional public assistance. A cyclical depression may affect a seasonal trade and render its employees proper subjects for exceptional assistance, when the mean of the good and bad season is for any period considerably below the average.

Chronic distress may be, in some instances, the result of prolonged exceptional distress, but exceptional and temporary assistance can do little to remedy it. Investigation may, however, reveal industrial causes, such as the permanent migration of an industry, and thus indicate possible remedies.

2. CAUSES OF DISTRESS DUE TO UNEMPLOYMENT.

49. Unemployment is the result of a want of correspondence between the supply of and demand for labour combined with a system of short period engagements.

50. This want of correspondence is due to:—

(a) Fluctuations of the demand as regards time and place and quality of labour demanded.

(b) Defects in the supply, as regards time, place, and qualifications, in relation to the demand, combined with comparatively slow changes in the quantity of the supply.

Both the fluctuations of the demand and the defects of the supply may be partly inevitable and partly capable of correction.

3. EFFECTS OF DISTRESS DUE TO UNEMPLOYMENT.

51. The effect of distress from unemployment which renders the search for a remedy necessary is the degeneration of individuals and families which results when the distress is too prolonged, and which rapidly counterbalances any stimulating effect which the possibility or experience of temporary distress may be expected to produce. Hence the evil is one which, beyond a certain point, instead of providing its own corrective increases in a vicious circle.

4. REMEDIES FOR DISTRESS DUE TO UNEMPLOYMENT.

52. The directions in which remedies are to be sought are indicated by the foregoing analysis of causes and effects.

53. The remedies may aim at either:—

- (i) Preventing the want of correspondence between demand and supply by preventing or reducing fluctuations of demand.

Classes of remedies for unemployment.

(ii) Preventing this want of correspondence by increasing the adaptability of the supply.

(iii) Counterbalancing, in respect of the individuals left unemployed, the effects of want of employment.

The first and third class of remedies must in practice be kept entirely distinct. In applying the third every effort must indeed be made not to counteract the aims of the first, but in practice these efforts are sure to be only partially successful. While, therefore, administrators of the third should bear in mind the objects of the first, the administration of the first should exclude all element of the third. The second class of remedies come between the two, and their object should be borne in mind in the administration of both, and they may be applied in conjunction with the third to individuals who have already fallen out of employment.

Regularisation of Employment.

54. The first class of remedies would include all forms of regularisation of employment such as:—

(i) The retention for periods of slackness of part of the ordinary work of private employers or public authorities. This is the natural method applied in cases where the employees are not engaged on short-period contracts; and the practice could be largely extended in the case of short-period engagements if there were sufficient financial or moral inducement to do so. Under this head would come indirectly any efforts at reserving expenditure for periods of slackness on the part of individuals or corporations not themselves direct employers of the labour affected.

(ii) The starting in times of depression of "special work" not forming part of the ordinary operations of a public authority (or possibly private individual) as a means of regularising employment. Such special work should be done under ordinary contract conditions and confined to fully-qualified workmen engaged in the ordinary way according to competence, not distress, and subject to the ordinary employer's demand for a full day's output of work; i.e., there should be no element of relief work so far as the men employed are concerned.

(iii) Any system of short time that may be found practicable and desirable in any trade. This is another method applied instinctively in cases of long-period engagements. Its converse (where the short time in slack periods is itself equal to a full day) is overtime during periods of pressure. The abolition of occasional overtime would, therefore, only reduce the net amount of unemployment where the period of pressure of the trade in question coincided with the period of slackness in some other trade or trades within reach. In any other case it would only increase the number of unemployed attached to the trade in question during its slack period; exactly as the substitution of discharges for short time would increase the number of unemployed in a trade where overtime was not practised.

(iv) Any developments that may be practicable of supplementary occupations independent of the demand for labour by outside employers, such as allotment cultivation.

Increase of Adaptability of Workmen.

55. The adaptability of the supply to changes in the demand may be increased in the following ways:—

(i) As regards time: by means of employment exchanges, enabling workmen to obtain information as to distant employment without spending time in search of it.

(ii) As regards place: by means of migration and emigration, assisting workmen to travel to the site of a demand where the distance, or the change, would otherwise be too great.

(iii) As regards qualifications, by means of technical education producing qualified workmen; or indirectly by the agencies already mentioned, assisting to bring the most qualified workmen into communication

with the employer; or by means of training in Mr. Harry R. adaptability for alternative occupations which would enable workmen to change their industrial habits rapidly so as to keep in touch with permanent changes of employment demand, or to take advantage of the special works suggested in paragraph 54 (ii) or (iv) in cases of temporary changes.

Training colonies come under all three subheads. All these methods may be administered by a public authority, by mutual organisations, such as trade unions, or by voluntary agencies.

Counterbalancing, for the Individuals Unemployed, the Effect of Unemployment.

56. However thoroughly the first class of remedy might be attempted, there would always be a certain amount of demand for the third class, while the third would often be a necessary accompaniment of the second. The fluctuations of demand would not be entirely neutralised, and periods of exceptional and general depression would recur. However adaptable the supply, it can never follow the demand instantaneously. Many individuals would prove incapable of acquiring the necessary adaptability while still being industrially valuable. Further, since one effect of a fluctuating or casual demand is to attract a supply in excess of the average or even of the maximum required, every step towards the regularisation of demand or the increased adaptability of supply as far as these employments were concerned would tend to render wholly unemployed for a time some part of the existing excess.

57. Counterbalancing remedies include such methods as the following:—Trade Union unemployed benefit, as distinct from travelling allowances; other forms of mutual or other insurance; charitable maintenance through voluntary agencies; Poor Law relief; relief works.

Since these remedies are useful merely for bridging the gaps left by fluctuations of demand combined with comparative inelasticity of supply, care must be taken in applying them, firstly to confine them to individuals needing this compensation, and secondly not to increase the divergence between demand and supply, either by decreasing the amount of available employment or increasing the lack of adaptability. Thus they must not encourage dependence upon non-industrial maintenance, or immobility as regards place or trade,* and they must not act so as to remove altogether the stimulus of possible hardship, or the penalties of personal slackness.

58. Again, since the resources from which the cost of such remedies is to be met can only be obtained in the long run from the products of ordinary industry, they are themselves ultimately only another and more indirect form of averaging (as regards either different times or different persons) prosperity and distress. This is most obvious in the case of Trade Union benefit, derived as it is from contributions of members in employment, but it is equally the case with relief works or poor relief. The source of the funds requires therefore as much consideration as the method of administration. All questions of organised national or municipal relief of any sort are bound up with the question of the incidence of central and local taxation. Similarly the comparative advantages of public and voluntary funds cannot be determined without a consideration of the ulterior sources of each.

Relief Works.

59. In the application of these principles to relief works experience indicates the following considerations:—

(i) Employment relief is as a rule superior to a similar amount of maintenance relief in that it demands effort from the recipient and so affords at once a test of genuineness and a means of preserving energy and self-respect.† Emergency charitable funds especially require organised safeguards. But

* This consideration may prove to be of great importance in the question of relief works in London at present if the lack of employment in the building and dock trades in the metropolitan area prove to be more than a temporary depression.

† Exceptional circumstances or special care in the administration of maintenance relief may in some cases counterbalance these advantages (e.g., in the case of Trade Union benefit and some charitable agencies), especially where the element of mutual insurance is present.

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Proper principles of such remedies.

Importance of question of cost in application of remedies.

Comparative advantages of employment relief and maintenance relief.

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Maynard.

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Inferiority
of relief
works to
special works
under con-
tract con-
ditions.

Function of
relief works
and special
works.

Standard to
be required
on relief
works.

Test neces-
sary to
counteract
attractive-
ness of relief
works.

Tests tried
in connection
with relief
works.

Lower
remuneration
and other
methods of
counter-
balancing
attractive-
ness of work
provided.

relief work, to be of any value, must be continuous. Doses of work are little, if any, better than doses of money.

(ii) Relief works are inferior to special works put in hand under contract conditions, in that they tend to be more costly, and more demoralising to the beneficiaries. They should, therefore, not be undertaken unless it is proved that the various methods of the regularisation of the employment demand do not meet the crisis, *i.e.*, that there are a considerable number of unemployed belonging to trades in which special works cannot be put in hand without competing with ordinary industry.

(iii) Relief works, therefore, have properly the special function of providing assistance under the least demoralising conditions for unemployed workmen either unused to, or otherwise not fully competent for, the particular work of which the relief works consist. Whereas special works on the contrary should be rigidly confined to men competent for the work provided and subject to dismissal for incompetence.

(iv) Upon relief works, therefore, the ordinary employer's standard of competence cannot be demanded, since the men employed are of mixed trades or otherwise partially incompetent. Further the demand that can properly be made differs with each workman according to the degree in which his ordinary occupation resembles or differs from the work provided. Hence relief works require a specially careful kind of supervision. And even with the best available supervision they inevitably tend to become soft jobs for the men whose ordinary occupations render them comparatively competent, since the general standard of work tends to be set by the less competent or the less industrious.

(v) Relief works are also attractive in that, being provided to meet distress, they relieve the workmen of the responsibility for the search for work.

(vi) Hence relief works require some special element of test or sacrifice to counteract this element of attraction to those who combine strength and indolence. This element of test must be such as will press as far as possible equally upon all irrespective of their ordinary occupations and must, therefore, have a non-industrial character. For this reason the method of payment by piece-work is inapplicable.

(vii) Three tests of this character have been more or less deliberately tried, singly or in combination, during the experiments already described:—residence involving a certain amount of discipline; remuneration not in the form of money payment to the men; and distance of the work from the men's homes. The colony systems possessed all three; Long Grove, Chingford, and some of the parks works, involved the third only; a great part of the Parks works and of the municipal work (although not involving the ordinary employer's demand for competence) possessed neither.

(viii) Where such tests as these were not deliberately introduced it was considered that the danger of attractiveness could be sufficiently avoided by reducing the total earnings below those of similar work under contract conditions. Most of the controversy upon the desirability, the adequacy, and the method of making this reduction is based upon a confusion between the function of special work for the regularisation of employment and relief works. In the case of special works under contract conditions with the ordinary employers' demand for competence some reduction of attractiveness might possibly be desirable as trade improved in order to ensure that such works might not be preferred to ordinary employment otherwise available and the real state of employment be thus concealed; but anything in the nature of a rate of payment below the ordinary rates prevailing in the trade in question would be subject to the same disadvantages and dangers as such underpayment in the case of any ordinary public works—the danger of tending to lower the ordinary standard to the same extent; thereby, moreover, incidentally defeating the end in view.

It would, therefore, be advisable that where Lower special works were required, work involving the remuneration and other element of distance should be put in hand first and kept open longest, those not involving this element methods of being opened only during the acutest period. This counter-balancing would in practice mean that Government and county special works, such as coast protection, afforestation, attractiveness of and main road improvements, should be begun first and municipal special works later. This would have provided the incidental advantage that workers in a district from which a trade was permanently departing would not be tempted to look to the local authorities of the district for local assistance.

In the case of relief works, where the essential characteristic of ordinary employment—the demand for competence—is absent, it is desirable, on the other hand, that the external conditions also should be to some extent unlike ordinary employment. By adopting this principle the reduction of attractiveness made necessary by the essential difference can be effected without danger of lowering the standard of ordinary employment. If the remuneration (being necessarily payment by time, not by piece) is to be lower, as may be desirable in the case of low-grade works, it should be paid indirectly so as not to form a precedent to ordinary employers. If, as is usually the case, the ordinary remuneration for the available work is already at the lowest limit of family subsistence and below the ordinary limit of earnings at their own trades of the better class of the men who would under a carefully administered system be selected for the higher grade works, any lowering would defeat the object of the works, which is to maintain efficiency and self-respect. Moreover, such reduction would press most hardly on the better class of men to whom already the element of attractiveness is least. Consequently the element of unattractiveness should be produced in the conditions other than remuneration. It should also be, if possible, such as would be most felt by the lower class of men. Perhaps the nearest approach to such a condition which has as yet been observed are the requirement of order and cleanliness at the various colonies. Conditions which put the financial interests of the family before those of the man have also something of the same element. The colony system, with its necessary discipline, its absence from London, and its non-industrial methods of remuneration, presents many of the required features, but at the same time tends to reduce the personal independence of the men and the mutual moral responsibility of the family and its head. London works at a distance involving early rising, the unpaid toil of walking, or an expenditure on travelling, demand somewhat similar sacrifices but in a less degree. Further experiments in colony and other administration are required. Experiments in the introduction of some limited degree of payment by results might be particularly fruitful. The following conditions would probably be necessary:—(a) A minimum remuneration sufficient for proper maintenance must be guaranteed to all employed. This maintenance might be in kind or family payments and any extra piecework payment in cash. (b) The extra payments should not be introduced until sufficient time has elapsed to allow those unused to the work or physically run down to acquire a fair amount of skill. (c) The maximum of extra payment should be strictly limited so as not to give any great advantage to the comparatively competent over the merely industrious.

(ix) Many of these conditions are only attainable and all would be greatly simplified by preliminary Importance of classification of applicants and grading of relief works. attention to the classification of applicants and the corresponding grading of relief works. In the first place, this would avoid the necessity of the several variations within such relief works in the conditions to suit various classes of men employed, already alluded to in the preceding paragraph. In the second place, it would meet the fundamental difficulty that the attractiveness of relief works varies with different classes of applicant according to the different standard of their ordinary work and income. Conditions that present the desired balance of sacrifice and remuneration to men earning usually 30s. or 35s. a week are unduly attractive to men usually

earning 20s. or 25s. On the other hand, conditions appropriate to men usually earning the lower wage afford insufficient maintenance to families accustomed to a standard based on the higher. This is especially the case where the different industrial status is combined with a different standard of comfort, cleanliness, and conduct. This principle applies not only to the rate of money remuneration but also to housing accommodation, food, and (where the various classes are mixed) company.

In the absence of any preliminary classification, the more attractive work actually tends to fall to the lower class of applicant, since the better class are more willing to make the sacrifices demanded by the less attractive. Consequently the standard of work on the more attractive works tends to be lower. The ultimate result is that large numbers of casual labourers receive an easy job at what to them is a high rate of pay, while the better class of unemployed, if they do not stand aloof altogether, are crowded out, or have to be employed under demoralising conditions and amid undesirable surroundings. Under these circumstances the work test does not operate successfully. The lower class are practically bribed by the high pay to do the minimum that will avoid dismissal, while the better class are discouraged by unnecessary hardships. But if such a classification were made and the conditions of different works correspondingly graded, each class could receive employment at a fairly appropriate standard, and neither be unduly over- or under-paid. Under these circumstances the relief works form a real test of genuineness. It could not be expected that such classification or grading could be very minute or exact. The three main classes of genuine unemployed observed by the Mansion House Committee (highly skilled, regular but less skilled, and casual) could fairly readily be distinguished by means of investigation. The first grade have not as a rule been suitable for relief work treatment, but they nevertheless form a definite branch of the problem for which, if they were isolated, a separate remedy might be sought (as at Hampstead in 1905-6). For the next two classes, two grades of relief works might be organised when necessary, differing in the attractiveness of their conditions. Within each grade there might be differences to a limited extent in the character of the work offered, so as to provide for marked differences in ordinary occupation or physique.

It may be worth noting that in two examples of relief works, comparatively favourably commented on—the Lancashire Cotton Famine relief works* and the Mansion House Committee of 1903-4† this principle can be traced. In the case of the Lancashire famine relief works a considerable proportion of those assisted seem to have belonged to the same trade, "cotton operatives," and so to have been more homogeneous than the applicants to the London distress committees.‡ There was thus a comparative uniformity in industrial habit and in initial absence of skill, and a single grade of relief works would under these circumstances be sufficient. It is noteworthy that with this material, aided proportionately with skilled men, an experiment in piece-work was successful.§

Under the Mansion House Committee only one grade of works was possible, whereas the applicants were mixed; and as the conditions were found to be too good for casual labourers the offer was subsequently confined to men accustomed to regular work. The Committee thus achieved a comparative success, with the class for which the conditions of the work were designed, by the total exclusion of the inferior class. The Central Committee of Mr. Long's scheme and the Central Body were less successful with both classes because insufficient efforts were made by the local committees to separate them.

(x) It is obvious, however, that the exclusion of the classes below those for which the conditions of the works are designed, while it is essential to the success of the works, leaves the excluded classes as a problem still to be faced. Under the London scheme just mentioned the great mass of the casual labourers who formed a large proportion of the applicants would have been left unhelped. But this class included at that time a considerable element of genuine unemployment. And it is in practice impossible to secure on a large scale careful classification and selection when such selection means the exclusion of any class who appear to the selecting committees to have a real claim to consideration. The next step would, therefore, have been (had time and resources permitted) to establish a lower grade of relief works adapted to this lower class. It is difficult, however, to devise conditions which, while including adequate maintenance, shall not be unduly attractive to a class accustomed to so low a standard of ordinary life. It is conceivable that a lower grade of temporary colony half-way between the existing relief works and the Poor Law might have been formed by means of the modified workhouse test combined with the employment of the men in the country under conditions which, while not degrading in themselves, should have involved liability to prosecution for refusal to work or observe discipline.

(xi) The problem of the casual labourers is, however, to so large an extent one of defective ordinary employment rather than one of unemployment, and when, as in times of exceptional depression, unemployment supervenes, the two elements are so inextricably intermingled, that temporary relief works cannot do much good. Remedies must be sought rather in the direction of the regularising of employment and the reduction of the present fluctuating demand for casual labour and the consequent speculative excess of supply. But, however thoroughly this was achieved, the need for occasional relief works would remain. The decasualisation of employment in so far as it was complete, would divide the present casual labour class into two, one section regularly employed, the other totally unemployed, and therefore practically unemployable. These would have to be provided for as a special problem for a limited time, similar to that attempted by the Mansion House Committee of 1892, after the re-organisation at the London docks. But the process would be a gradual one, both as regards industry in general and as regards the individuals concerned. However limited the opportunities for partial employment, there would still be a certain amount of casual demand, and this would be relatively increased in times of depression. There would also be amongst individuals a continual struggle for employability, and a period of depression would, through the competition of men usually in regular work, force many marginal cases down into the totally unemployed class. Unless these were to be left to become permanently unemployable there would occasionally be a demand for suitable relief works.

(xii) Even assuming that conditions could be devised suitable for the temporary relief of casual labourers during periods of exceptional depression, the success of such relief works would again depend upon the exclusion of a still lower class—those who are not normally members of the industrial army at all—the unemployable. It is because it cannot legally exclude the lowest class that the Poor Law is unsuitable for the temporary relief of the classes above. This was one reason for the non-success of the extensions of Poor Law administration previous to 1834. The relief works known as parish employment, for instance, failed because, as the men employed were well aware, "they must have their 12s. a week . . . whether they worked or not."* The establishment of the workhouse test as a condition of the minimum that alone could be legally demanded, rendered classification possible; but just as high-grade relief works fail because selecting committees will not, for want of alternative works, exclude

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Difficulty of providing for numbers excluded by careful classification.

Regularisation of employment and treatment of surplus unemployed.

Treatment of the unemployable.

* See Reports quoted in Board of Trade Report on agencies and methods of dealing with the unemployed, 1893.

† See Report of C.O.S. Committee of Inquiry, 1904.

‡ "Agencies and Methods," p. 399, 401.

§ *Ibid.*, p. 396.

* See Report quoted in "Agencies and Methods," p. 361.

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Proper
principles of
relief works.

Advantages
of Central
Body under
Unemployed
Workmen
Act.

Classification
of applicants
under Mr.
Long's
scheme.

Ages of
unemployed
applicants.

casual labourers, so low-grade relief works would fail through the inclusion of a still lower class if such committees should not recognise in the Poor Law some satisfactory alternative. The workhouse is not a satisfactory alternative, and experiments should be made with some form of detention colony, the methods of which should be disciplinary, while its aim should be as far as possible reformatory.

(xiii) Certain conclusions as to the form of authority suitable for the organisation and conduct of relief works follow from the above analysis of their proper aims and methods. They must be kept distinct from ordinary employment, and dissimilar to it, in order that they may be made less attractive without tending to lower its standards. They require a special form of supervision, the aim of which is to judge the amount of effort made by each man, apart altogether from the amount of output. The ordinary clerk of the works or surveyor usually begins by expecting too much from the men and ends by demanding too little. The selection of applicants should be based upon conformity to general principles and kept entirely free from local personal influences. The cost of the works and the responsibility for the administration should not fall exclusively upon the localities where the distress is greatest, and the leisure for public duties least, unless the local areas are large enough to include the wealthier districts with which the distressed part is connected.

In all these ways the Central Body for London, in spite of its defective constitution, possessed advantages over any existing authority. It had no function other than the relief of distress and the provision of remedies for unemployment. It controlled no ordinary employment with which the relief works could be confused, and had no ordinary employees who could be demoralised by working with the incompetent. It could train its own foremen in the peculiar standard and methods required. It could build up a body of doctrine on the subject and apply general principles to the selection and dismissal of applicants; and it could bring the financial and personal resources of the wealthier districts of London to the assistance of the poorer parts of a great portion of the same industrial area. Finally, its interest in the problem would not be confined to the periods of excitement when the question was forced to the front, but would continue during the fruitful periods of quiescence when the demands of reviving industry automatically sift to a large extent the higher ranks of the unemployed.

78373. (*Chairman.*) I only propose to examine you on three points. The first is what was the class who under the Unemployed Workmen Act were employed or relieved; next, the kind of work that was given to them and its result; and lastly, the cost. In Paragraph 47, you describe the classification of applicants under Mr. Long's scheme, which was prior to the Act?—They are divided into two classes, first, those who are respectable men, temporarily distressed owing to the inability to obtain employment; and secondly, those who should be regarded as ordinary applicants for Poor Law relief.

78374. Had you any experience before of Poor Law work or of work germane or similar to Poor Law work?—Not before the formation of the Mansion House Committee.

78375. Then you would not be able to answer the question as to whether there was a substantial difference between those persons who came up as able-bodied and those who applied to the Poor Law for relief?—No, not so far as the applicants were concerned.

78376. I see you have made an analysis of both their ages and their employment. Both as regards the Mansion House Committee and the Central Body, I observe that the overwhelming proportion of those who came up or applied for assistance, were under forty years of age?—Yes. The figures I have given in the text (Paragraph 45) are of those who were employed; but I have had the figures taken out for those who applied to the Central Body, and the percentage comes to the same as in the case of those who were employed by the Central Body.

78377. The age of the applicants is much the same, you mean?—It comes to much the same as in the case of those who were employed.

78378. The younger a person is who is in distress, I suppose the greater would be the assumption that he was not a person who was in regular employment under ordinary circumstances?—The same form which gave the fact of his age, would give the facts as to his past employment.

78379. Now we will pass on to the question of employment, that is given in the next Tables, from which I see that 11 per cent. are given as "casual or under three months." What does that mean? Does it mean to say that they had not been employed for more than three months at a time?—That would mean that that was the longest employment recorded on the paper, that the longest employer's reference that they could give us would be something under three months.

78380. The next would be longer, for I see that 12.9 per cent. had been employed from three months to one year?—Yes.

78381. And the next class from one to five years?—Yes.

78382. The figures would rather point to the fact that the great majority of these were persons who, under ordinary conditions, had some regularity of employment, would it not?—Yes. There is a considerable difference between the two sets of figures. Under the Mansion House Committee, when that particular class of regular workers was very definitely aimed at by a Central Committee which could control the selection, there was a much smaller percentage of casual labourers, the percentage of those having under one year's record being 12.4 as against 24 per cent. under the Central Body; but there was a large body in both who had a past record of long continuous employment with a single employer, or of connection with a single employer.

78383. Then you refer to Class (1) (c) (casual labourers); those under that head you consider came in under the terms of Mr. Long's scheme?—I think the casual labourers in Class (1) (c) did come under Mr. Long's scheme, because in a time of serious depression even the casual labourer would be in exceptional distress.

78384. This was new work to you; what was your impression on examining them? Should you say that the partition between bare ability for self-support and indigence would in the vast majority of these cases, in ordinary times, be very thin?—I have very little experience of the applicants as they come to the distress committees. I had a little experience at the time of the Mansion House Committee, and there, I think, we were dealing at first with practically a Poor Law class. Later on, I have only come into contact with those who have passed through the sieve.

78385. And you would only be able to give an opinion as regards those who had actually passed through the sieve and were relieved?—Yes.

78386. Now, coming to the work, there was a great difficulty in complying with the conditions as to the work, was there not? You had considerable difficulty, had you not, in deciding what class of work to give them?—There was great difficulty in obtaining any work at all.

78387. You set up no special work of your own, did you?—The only work which either of the Central Committees could control of its own was the labour colony at Hollesley Bay, which, at the most, would accommodate about 350 men. For all other work, contracts had to be made with authorities or persons who had access to land, which we had not.

78388. Was it through your instrumentality that contracts were made?—The contracts were made through our instrumentality.

78389. With whom were they made?—Under the Mansion House Committee they were made with the Salvation Army Colony at Hadleigh, and with the proprietor of Osea Island, which was an estate being laid out for semi-philanthropic purposes. Under Mr. Long's scheme, contracts were made with Hadleigh again, with the London County Council, with the Garden City Company, and with the Office of Works.

78390. Do you give figures showing the proportion of those to whom employment was given, as compared with the number of applicants?—Yes, I have given the figures for the Central Body in Paragraph 30, and for Mr. Long's scheme in Paragraph 19. Under Mr. Long's scheme

Length of
previous job
of applicants

Percentage
of casually
employed
men relieved
by Mansion
House
Committee
and by
Central
Body.

Casual
labourers
under Mr.
Long's
scheme.

Status of
applicants
dealt with by
Mansion
House
Committee.

Difficulty in
getting work
for the un-
employed.

Hollesley
Bay the only
work con-
trolled by
Central
Committee.
For other
work con-
tracts made
with various
bodies,
public and
private.

Numbers
employed
under Mr.
Long's
scheme and
Unemploye
Workmen
Act.

there were 45,000 applicants, and 3,500 received employment; under the Central Body there were 39,800 registered and about 5,000 received employment.

78391. What was the proportion under Mr. Long's scheme of the men who had passed through the sieve and who got employment?—That is a figure which it would be very difficult to give, because the sieve, under Mr. Long's scheme especially, meant such very different things. One joint committee, for instance, passed through the sieve the whole number of the applicants, while another passed a very small percentage.

78392. The sieves were of very different sizes, then?—Yes, they were.

78393. I suppose you could give the figures of the proportion under the Act?—I could obtain them, but I have not got them. The sieve varied there, though not to the same extent.

78394. What sort of proportion would this 5,000, of which you have just spoken, bear to all those who passed through the sieve?—The particulars for each committee are found in the Report of the Central Body, but the total was not given for that very reason that the figures are really incomparable.

78395. You have found employment for 5,000 persons for a period of from fourteen to fifteen weeks, I see?—Yes.

78396. And you emigrated 350 families?—Yes.

78397. The expenditure being about £50,000?—Yes.

78398. Have you any lists of the number of dependents of these 5,000?—No, I have not. The average under the Mansion House Committee was about two and a fraction, or three and a fraction including the wife.

78399. Then I assume we may take them as something between two and three?—Yes, there would be between two and three children.

78400. You are the late clerk to the Central Unemployed Body; when did you resign?—A year ago.

78401. So you would have no information as to what the result on individuals of giving them work has been?—I have no information subsequent to about June, 1906, and that information was very imperfect, giving only the fact that so many were in work on a given day in June. That information I put in as an appendix.

78402. (Mr. Nunn.) Do you attach any value to that June return?—I do not. It may be a correct statement of "in work" or "out-of-work" on the day of the visit, but I should not attach any importance to conclusions drawn from it.

78403. (Chairman.) You have practically spent £50,000, you have relieved 5,000 individuals and emigrated 350 families?—Yes. That £50,000 includes the setting-up of the machinery which would deal in time or could have dealt with a very much larger number.

78404. What is your idea—you have had time to think over it—of the result of this work of the Central Unemployed Body? Do you think it has made any impression for good upon the class of persons who came up for relief; or do you think the effect has only at best been of a very temporary character?—I think the effect upon the persons brought up has probably been of only a very temporary character, largely because there has been such an extraordinary prolongation of the depression in London in the building and docks trades. Whether it is only a temporary depression or whether it is a permanent shifting of industry, it is difficult to say; but that fact has prevented the experiment of tiding men over the depression from having a chance of being carried out. There has been too long a depression.

78405. You have thought over this matter; should you say that the depression was anything exceptional?—Distinctly it is exceptional in length, but I do not know whether this depression is exceptional in intensity as compared with other depressions.

78406. Was it mainly due to the building trade, or was it general?—It was very largely in the building trade. The building trade failed to recover with the general trade of the country, as evidenced by the "Labour Gazette" figures, and there are no other figures.

78407. Was there any considerable proportion of skilled workmen or persons who had been skilled workmen who applied?—Skill is of very various degrees. Of the highly-skilled workmen only a very small proportion applied; that does not mean that there were only a small proportion of such men out of work.

78408. Then the bulk would be of unskilled labour? I will divide the unskilled labour into two grades, and I will take first rather the better class of unskilled labour which gets regular employment, and I will take secondly that which picks up casual jobs. To which section do the majority of the applicants belong?—I should say, as far as I know, the majority of the applicants would belong to the second class.

78409. If that is so it would almost follow that their conditions were only a little bit below what they normally were at the time of relief?—I do not know that that follows. A man might be casually employed, going from employer to employer picking up odd jobs, and yet if there were a depression that might make all the difference between an average of three days a week and an average of three days in four weeks.

78410. Do you mean that there would be a very small margin which, in ordinary times, would enable him to keep himself?—Yes. The wages for three days a week casual labour are not always small, of course; in some branches of the docks they are very good.

78411. Had you many dockers?—At first, under the Mansion House Committee, we had all dockers. I do not know what proportion got through in later committees.

78412. Did you investigate at all what their impression has been on this point; it has been stated to us that there is a tendency rather for people to put themselves down as dockers when they are out of employment?—There is a tendency for men to put themselves down as unskilled labourers when they are out of work, because of the impression that the work to be given would be labouring work, but I am inclined to think that the actual description of "waterside labourer" would not be very largely used by men except in the dock districts, and in the dock districts the unskilled labourer would have drifted to the docks.

78413. Did you visit Hollesley Bay at all?—Yes, three or four times.

78414. How long was it in working operation whilst you were clerk to the Central Body?—About twenty months, taking Mr. Long's scheme and the Central Body together.

78415. Have you traced or kept touch at all with the results of the training of the people who have been there?—No, I have had no opportunity.

78416. Then you would not be able to say whether it had permanently set a certain number of persons on their legs and enabled them to become independent, self-supporting members of the community?—I doubt if the actual training would have done so, except in the cases of those who were emigrated, because at the time I was there, at all events, there was no immediate outlet for the trained men in England, and the period of their training had not been of sufficient length to enable men to take advantage of what outlets there might be.

78417. A witness yesterday, Mr. Gerald Balfour, who was responsible for the Act of 1905, described it as an attempt to classify able-bodied labour so that there might be a distinction between those who were respectable and trying to maintain themselves, and those who go to the Poor Law. Would you accept that as a correct description of the work that you had to do?—Yes, I should think that would be a correct description of one side of it—that side which dealt with the selection of men for assistance.

78418. Do you think it is necessary to have two tribunals—a tribunal in addition to the Poor Law to deal with this class of case?—I think it is necessary to have a means of dealing with them separate from the assistance which can be legally demanded, because the assistance which can be legally demanded, cannot be refused to the lowest class, and, therefore, is unsuitable for the higher class.

78419. Then you would put the applicant in a position in which he could not legally demand assistance, and you would put the authority who gave that assistance in the position of attaching conditions to it?—Yes, conditions as to the eligibility of the applicant.

Mr. Harry R. Maynard.
15 Oct., 1907.

Skilled and unskilled applicants for relief.

Effect of depression on casual labourers.

Dockers applying for relief.

Hollesley Bay.

Function of Unemployed Workmen Act.

Necessity for treatment of respectable unemployed separately from Poor Law.

Conditions which should attach to relief.

Mr. Harry R. Maynard. 78420. I think in Paragraph 59 (vii.) you have enumerated the tests which you found most effective, namely, "residence involving a certain amount of discipline, remuneration not in the form of money payment to the men, and distance of the work from the men's homes" ? —My impression is that the colony system forms the best test, at all events at the outset, but there is evidence to show in the actual experience of existing colonies that the best is not so deterrent after the men have had experience of the colonies. I am told that is chiefly so at Hollesley Bay, where perhaps the conditions are rather easier than they have been at some of the other colonies.

15 Oct., 1907. Colony system as a test of un-employment. The object of a test. 78421. "Deterrent" is the word I used, but perhaps it is not quite the correct word. You do not want to deter people who are respectable, and who wish to get employment; what you want really to do is to impose a test rather ?—Yes, you want to impose a test which shall balance the comparative ease of relief works, in order to make sure that they are not being preferred to ordinary employment.

Advantages of "distance" test. 78422. Have you any suggestion to make about the tests ? Do you think there could be any improvement on the tests that were imposed ?—I think the test of distance is a very simple and easily applied one, and one which has the particular value of having no sort of degradation or deprivation in it, compared, for instance, with entering into an institution or a low form of remuneration.

78423. The distance test, has, I suppose, the disadvantage of disconnecting a man from his family for the time being ?—The colony system, which is the extreme form of the distance test, has; but the mere distance that involves a long daily walk or journey has not.

78424. Do you think that is a good test ?—Yes, I think that has proved in practice to be a useful test.

78425. Of course, it is a physical test which entails fatigue in addition to the work to be done ?—Yes, but the work to be done usually has to be rather short hours in order to prevent the pay being too attractive, and the physical demands of the work are often comparatively small.

Question of remuneration on relief works. 78426. Had you difficulties about remuneration, because certain applicants would be much better qualified, or would have more experience with the work that they were put to do than others, though they might not necessarily be the most respectable or most deserving ?—This is one of the fundamental difficulties of all relief work since the aim of the supervision has to be to judge the effort of the men and not the result. It is that which makes piece-work remuneration so difficult, though that would otherwise be the best test.

78427. I suppose you would try to fix your remuneration so that even a capable piece-worker would not be able to obtain sufficient to put him in a better position, or really in quite as good a position, as an independent labourer doing the same class of work ?—In practice, we were unable to try piece-work at all, and where the payment was in wages they always paid at time rates, which were in very many cases, fixed by the authority with whom the committee was making its contract.

Supervision on relief works. 78428. I assume you had to have a close supervision and a considerable number of supervisors ?—Yes. That was one of the difficulties of a large number of the works, for instance, in the London County Council parks. In our own colonies we could keep a superintendent over a large number of men, and pay him well, and really educate him at the same time; but where there was a great number of small jobs scattered about, we had to take ordinary foremen, and the supervision, in spite of a certain amount of central supervision, was really very defective.

78429. I assume you attach great importance to supervision ?—Yes, as much importance as to anything, but it has to be of a special kind, because you cannot judge the conduct of the men by their output, on relief work.

Difficulty of getting work for relief, and suggestions thereon. 78430. You had considerable difficulty, I suppose, in getting work, or in finding work ?—Yes.

78431. Have you any suggestions to make on that as regards the future ?—I do not know that it would be possible, but we had hoped that it would be possible with the aid of Government Departments, say, that access to land might have been obtained.

78432. Assuming that any system of this sort is to continue, what really seems wanted is to have some plan or scheme prepared in advance ?—Undoubtedly all the work on all the committees is hampered by having to make all the plans after the emergency has begun.

78433. What is the result now, putting it into pounds, shillings, and pence, of the work given, compared with what it would have been by independent labour or contract labour; in other words, what would have been the loss if you could put it into percentages ? Would it have been considerable ?—As far as I remember, it would vary from perhaps 25 per cent. to 50 per cent. In some cases it would be perhaps more, but where it was average, straightforward, unskilled work, without requiring a great amount of plant, it would be that.

78434. Was there much improvement in the amount of work done as the work progressed ?—A very general feature of all the works was the marked improvement in the output of the men as time went on, partly because the men start physically run down, and partly because they start more or less unused to the particular work, or a large number of them would be more or less unused to it.

78435. Had you to get rid of any ?—Yes. That varied in different works with the character of the supervision. I have stated the figures in Paragraph 26. Discharges of men from relief works.

78436. I see the proportion discharged was much larger in the colonies than in the London works ?—Discharged or left for insufficient reasons, yes.

78437. There was rather a sort of *émeute*, was there not, at one time ?—There were one or two events of that sort.

78438. If the quantity of work done steadily increased, I suppose we might infer that those employed were exerting themselves ?—Yes, I think there is no doubt about that. After the supervision and the test had had the weeding-out effect, for a time those who were left did undoubtedly try. The figures, as we can get them from the superintendents, seem to show that about one-third tried and were pretty good, about one-third tried and were not much good, and about one-third had either to be discharged or driven to it all the time, because they did not really make any effort.

78439. Now, about the physique of these men. What was the physique like ? I suppose very many of them were run down perhaps for want of food, and so on. Was the physique much below the average, generally ?—I do not know; no statistical inquiry was made into that.

78440. As regards the future, would you say that this Act ought to be renewed, and if renewed, would you renew it much in its present shape ?—I would hardly like to give a definite opinion upon the point whether it should be renewed or not. I think the experiment has been to some extent a useful one, and that it would be premature to bring the experiment to an end. Opinion as to value of Unemployed Workmen Act.

78441. I suppose, therefore, you would not care to commit yourself at all to suggestions as to what alterations you would make in the Act ?—No. I think I would rather confine myself to emphasis upon its weak points, which I have given in my Statement—the *personnel* of the committee, the absence of sources of employment, and the subordination of the central to the local, which is involved in the constitution of the committee. Weak points of Unemployed Workmen Act.

78442. The Central Body was set up after the local committees ?—It was, and that was a fatal defect in the starting of it.

78443. Assuming there is any work of this sort to be carried on in the future, do you think that there must be a Central Body ?—I think so, undoubtedly, otherwise you would get no kind of uniformity in the sort of assistance given and the class of men selected by the different localities. Necessity of having a Central Body.

78444. Assuming that uniformity is all-important, it therefore follows that you must have a Central Body ?—Yes, otherwise you would have the burden falling upon the districts least able to support it.

78445. (*Mr. Nunn.*) I do not know whether you have any suggestions to make as to one of the great difficulties which was encountered in the preliminary work of the unemployed body, namely, the difficulty of finding work for the men. Supposing the Act had to be renewed for a certain length of time, have you any suggestions by

which, for instance, the Central Unemployed Body might overtake the demand for work by providing it, or securing it?—I think the Central Body must have access to land somehow, and if there is any work of a more or less unskilled character which is of public utility and yet is not exactly within the province of, or is outside the powers of, any existing local authority, if there was some central department so that in some way the Central Body could be given access to that work, it would be of advantage. Take, for instance, the question of road improvement on a large scale for the general benefit, apart from the benefit of the particular county in which the road is, or take reclamation. If there were some Government Department through which the Central Body could be put into touch with that work, I think that would be one way in which the necessary employment outlets might be found.

78446. Would you limit the work that such a body could undertake to work of public utility which would not have been undertaken otherwise than as relief work?—Yes, because if it could be otherwise undertaken I think it would be much better that it should be put in hand by the authority properly charged with the duty of undertaking it, and carried out under ordinary contract conditions.

78447. Are you familiar with the return moved for by Mr. Whitmore in the House of Commons as to the work performed by local authorities in connection with relief?—No, I am not.

78448. I have no doubt you have come to some conclusions, however, on the question of the employment-relief given by borough councils and other local authorities?—Yes. I think that is subject to several very serious defects. In the first place there is the tendency to make it intermittent, in order to cover the largest number possible. In the second place, there is the tendency not to take it seriously in the way of supervision, or in the selection of the men, and connected with that there is an absence of the particular kind of supervision which relief works require. Supervision on borough council works is naturally, under the ordinary borough councils, put under their surveyor, who tends, as I say in my statement, either to expect far too much from the men, or to expect far too little. Finally, it has the disadvantage that it leads the unemployed in the borough where the unemployment exists to look to the local authority for local assistance, thereby tending to stereotype the unemployed conditions in the district.

78449. From the point of view of the local authority, I suppose it leads the local authority to obtain less valuable assistance though paying a possibly remunerative rate of wages?—Yes, if the work is useful.

78450. And work which the ratepayers look to have performed efficiently?—Yes; it tends to demoralise the ordinary employees.

78451. You are not prepared, I understand, therefore to risk throwing out a certain number of regular labourers either in the present or in the future by anticipating work in order that the present unemployed might reap the benefit?—The question of anticipation would depend upon the prospects of the labour market in the district. If an anticipation of work at one time meant that there would be more work in that district in bad times and less in good times, I should have no objection, because it would tend to regularise the employment demand there, and as an irregular demand tends to create a speculative excess of supply, the regularising of the demand might really be a condition of any real alleviation of the problem.

78452. Do you think it often happens that anticipated work does not throw out of work in the future regular workmen who are looking forward to it—of course, it is impossible to give an exact answer to the question, I am aware?—I can conceive of cases where painting work, for instance, done in a time of depression in the painting trade, supposing the weather conditions permitted, would relieve distress during the depressed period without causing any real hardship during the busy period if the busy period is one of great pressure in that trade. I omit for the present any consideration whether it is desirable to help a seasonal trade in that way.

78453. That would not apply to road works as much as it would to such a trade as the painting trade, and I suppose you would say that the less seasonal a trade is the less it would apply?—Yes, it would apply less to the trade which was less seasonal. It would apply to any anticipation over a long cyclical period, and if at the time that the work would otherwise have been done there were plenty of alternative occupations, the hardship to the men disappointed of it would not be so great as the hardship that is going on in the depressed period.

78454. Now as to another difficulty that you alluded to. Supposing the Act had to be temporarily re-enacted—for a time I mean only—have you any suggestions to make as to the importance of getting the central body to work before the local committees made all their arrangements? I think you have mentioned that as a defect in the Act?—Yes, I have mentioned that as a defect, because it weakens the central control over the local. You cannot plan out the work of the local bodies, or give them instructions as to what class of men to select, or how to carry out the inquiry, if the central body is not in existence first. I only object to that because I object to the central body being in a subordinate position to the local body, or not having complete control. That object might be attained by a different form of central body more efficiently than by a mere alteration in the time of its meeting. The central body being formed by delegation of local committees was a necessity when it was determined that it should be formed later than they were.

78455. If the Act were generally re-enacted for a year, or two years, do you think it would meet the case if the present unemployed body were given provisional powers to carry it over the interval between the expiration of the present Act and the formation of the new central body by the distress committees, so as to prevent any hiatus?—as a mere temporary expedient?

78456. If the Act has to be prolonged for a time that would be a serious question in the immediate future, would it not?—Yes, if the present central body should lapse and a new one have to be created after the distress committees were formed. Certainly, as a temporary measure, I should think that would be very advisable.

78457. With regard to the regulations of the Local Government Board, and especially those relating to the inquiries, have you any fresh suggestions to make as to an alteration of the machinery for making inquiries in order to get more closely to the applicants if one actually wanted to do so? Would you, for instance, extend the inquiries any further than those of the relieving officer and the employers, or would you extend the term over which you would inquire into previous employment?—I would not extend the term in so many words, but I should certainly like to see reintroduced the definite question as to the longest employment, coupled with the essential explanations which would make the inquiry efficient where there was a long gap between the longest employment and the application to the distress committee. That gap was bridged in a way by the five years' inquiry, but the five years' inquiry strictly applied was a very inquisitorial sort of thing.

78458. I think the regulations of the Local Government Board contemplated that a preliminary classification of the unemployed would be made, dividing them first of all into those who were actually unemployed from a variety of circumstances, and, secondly, taking out of those a special class of persons who not only were out of employment, but had been in regular employment and had been thrifty and well-conducted, and giving preference to those who were in this latter smaller class?—Yes, I believe that was so.

78459. To what extent do you think that was actually carried out by the distress committees?—My impression is that it was not carried out to any great extent except in a few instances. I consider that to be chiefly due to the fact that distress committees will not make the selection and classify them when classification means that any class whom they consider worthy of assistance would be left entirely unassisted; whereas, from the central point of view, it is extremely desirable that the class selected should be the class to whose ordinary conditions of life the conditions of relief works were appropriate.

Mr. Harry R. Maynard.
15 Oct., 1907.

Unsatisfactory relation of Central Body to Distress Committees, and suggested alterations thereof.

Suggested changes in form of inquiries into applicants' past.

Classification of applicants, how far properly carried out by Distress Committees.

The Right
Hon. Walter
Long, M.P.

The Right Hon. WALTER LONG, M.P., called; and Examined.

15 Oct., 1907. 78460. (Chairman.) You were at one time President of the Local Government Board?—Yes.

78461. You have been good enough to send in a statement, which we will take as your evidence in chief if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

Conditions
necessitating
legislation
on un-
employed
question in
1904.

1. The reasons which led me to come to the conclusion that some special legislation was necessary in order to deal with the unemployed question, were in the main as follows:—

2. First, there could be no doubt that for various reasons the difficulty of dealing with the unemployed had become more acute—whether there were actually more unemployed people than there had been it is very difficult to say, because the available statistics apply only to skilled labour, but there was this evidence that an increasing number of boards of guardians throughout the country were asking for guidance and calling the attention of the department to the increasing pressure of the unemployed problem. Processions through the streets and various other methods of public appeal led to considerable sums of money being subscribed which were really wasted. There was no proper supervision over the expenditure and no real effort was made to improve permanently the physical or mental condition of those who received assistance, and owing to the absence of any recognised authority to deal with the question there was an entire absence of that discrimination which is essential if any good is to be done at all.

3. What happened was, roughly speaking, this—as soon as the weather became bad and the numbers of the unemployed considerable, applications were made to the boards of guardians, who dealt with a certain proportion of the applicants in the ordinary way by opening stone-yards, etc., and appeals were also made to the municipal authorities, who found employment for a certain number of the unemployed on the streets—sweeping and scavenging—or in any other work which they found themselves able to carry out. The result of these two systems was that a certain number of respectable people who had become unemployed, in many cases through no fault of their own, were made paupers. They lost all heart and confidence, and they turned, not I think unnaturally, to the counsel given them by those who wished them to believe that the entire blame for all that was going on was due to the condition of society.

4. The work done by the municipal authorities was both extravagant and inefficient—extravagant because men were paid wages which they did not earn; inefficient because the foremen or gangers, whose business it was to superintend the work, while fully capable of getting full value out of able-bodied and capable workmen, had no experience of dealing with men who, through want or physical infirmity, were not able to give a full day's work in return for the wages paid.

5. It appeared to me to be desirable to set up some authority, independent of the Poor Law, to whom applications could be made, who could, if they had the machinery in existence, sift all the applications, separate the sheep from the goats and then make certain experiments in regard to the deserving applicants with a view not only to giving them temporary employment, but also with a view to securing their permanent re-establishment, so that they might become self-supporting citizens in future.

6. In regard to emigration, representations were made to me by people representing the colonies that there was the greatest objection to emigrants being sent out by boards of guardians. Even though they might not be actually paupers it was considered by the colonies that the fact that the board of guardians sent them out made it almost inevitable that they should be in some way affected by the taint of pauperism.

7. Then, again, there was no means by which it was possible to ascertain what the conditions of labour were in different parts of the country. In one part, labour might be comparatively speaking scarce, whereas in another, there might at the same time be a redundancy; but there was no central body able to ascertain these facts

and place them at the disposal of the unemployed. For these reasons I thought that there ought to be a central body who should have some permanent machinery ready to hand, and who would be able to deal with any funds which might be provided for the purpose.

8. I think if these experiments had been carried on Advantage carefully and continuously, by this time there ought of Mr. Long's scheme. to have been some useful information available as to the proportion of *bona fide* applicants among the crowds who claim the sympathy of the public as unemployed. I of course admit that the problem is one of extreme difficulty, and I do not for a moment suggest that my plan—which was somewhat hurriedly conceived—is not full of flaws, but, at all events at present, it is the only plan which has been suggested by anybody to meet the difficulty. I am confident that some *via media* must be discovered between the extreme school, who, on the one hand, say that the Poor Law is sufficient and that everybody who cannot get work must be offered the workhouse, and the other extreme school who say that the State must employ everybody whether good or bad.

9. It is, of course, difficult to find out what is the precise Difficulty of cost to the rates. For instance, during the winter of discovering 1902-3, when many of the borough councils in London cost to the were employing crowds of so-called unemployed, there rates. was no record kept of the additional cost to the rates involved in so doing. It was known, of course, that so many extra men were being employed, and the amount of their wages could be ascertained, but that only tells part of the story.

10. I am informed on reliable authority that some Value of extremely useful experiments have been made at Hollesley Bay, where a certain number of unemployed have been Bay. proved to be genuine and have taken advantage of the opportunity offered them to really learn how to cultivate their land to a profit. If an opening can be found for men like these, it would no longer be possible for people to say, as they do now, "that there is no chance for a man if he fails to get employment." I personally investigated a great many cases and ascertained beyond any question of doubt that failure to get work was in no way the fault of the individual. The really sad cases are not the Effects of creation of one year. The man who is really industrious unemploy- and wants to be self-supporting goes through many ment. privations before he allows himself to be described as an unemployed. He gives up his cottage as well as his furniture, and takes to two rooms, and then finally to one. He tramps the country for miles in all directions only to come home to find his children crying for the bread he cannot give them. The effect of this is to bring him down in spirit and in health, and to force him into the ranks of the discontented.

11. Paupers are manufactured out of the weakly, Objects of thriftless, intemperate and idle. The object of the Poor Poor Law Law, in my judgment, is to check this manufacture by and of imposing upon those who are thriftless, idle or intemperate Unemployed Workmen Act. the strictest possible regulations, and to provide proper infirmary accommodation for those who are physically broken down. But for the other class—the men who want work and can't get it and who have nobody to turn to to ask for guidance or from whom to obtain information—that these people should be manufactured into paupers seems to me to be a national crime, and it was to deal with these cases that the Unemployed Workmen Act was passed.

12. The fault of the present system is, in my judgment, Evil of that pauperism is manufactured out of materials which present Poor ought not to be used for the purpose: strong, healthy Law system. industrious men are by force of circumstances turned into paupers and added to the ranks of those I have described above. It appears to me to be unjust to them and injurious to society as a whole, and it is in order to remedy this that I think some fresh powers and new machinery are required.

13. The method of testing and sifting should be of Necessity for the most rigorous kind. The regulations upon a farm strict testing colony should be very strictly enforced; nobody should and sifting. be kept there who was found to be a wastrel, but should be sent to the workhouse and treated accordingly. But I believe there is room for great improvement in the

Criticism
of work
done by
municipali-
ties.

Desirability
of having
a relief
authority
independent
of Poor Law.

Objections
to emigrants
sent out by
guardians.

Difficulty of
ascertaining
labour con-
ditions in
different
districts.

direction I have indicated if only there be an adequate staff and machinery in existence.

14. So far, I have dealt only with the history of the Unemployed Workmen Act, but I am told that the Commission would be glad to have my views as to any changes in the law that it is desirable to make.

15. I am strongly of opinion that there ought to be some separate organisation to deal with the unemployed question. To mix it up with the ordinary Poor Law is, in the first place, to throw an undue burden on the guardians; in the second place, to introduce the taint of pauperism; and, in the third place, to limit the administration to the existing Poor Law divisions—whereas, if it is to be effective it should cover as wide an area as possible. I also think it desirable that some grant of public money should be made, as the present President of the Local Government Board has done, in order that the Unemployed Committee—or whatever the body is called—may be able to carry on certain carefully thought out experiments. To denounce this as Socialism is, in my judgment, a great mistake. After all, the State and the rates have to keep the drunken, lazy, ne'er-do-wells, who have to take refuge in the workhouse through their own folly, and they have to maintain in the workhouse those who drift there through misfortune. While the former class ought to be, and can be, reduced by strict administration, the latter can, I believe, be reduced, if not altogether got rid of, by some machinery such as that which I have described.

16. Unless the body appointed to deal with the unemployed problem have some means at their disposal, it is obvious that they cannot carry out their experiments long enough to be able to arrive at definite conclusions. If we are to meet effectively the demand for universal State employment we must strive at all events to remove the grievance which undoubtedly exists when a man is able to say that he has done his utmost to find employment and has been compelled to choose between the workhouse and emigration, even though there may be employment to be had in some parts of the country. I would therefore maintain the Unemployed Committee, putting them under the Local Government Board as they are now, and enabling this Department to finance them from time to time, in order that, subject to the approval and control of the Department, they may carry on practical experiments in the shape of farm colonies and in other forms of labour.

17. I should like to be allowed to say a word as to the Local Government Board. I have frequently urged that this Department ought to be given the *status* of a Secretaryship of State. There is no justification for the difference in dignity and in pay between the Home Office and the Local Government Board, and I believe that a comparison of the duties of the two will show that the Local Government Board has now much more work to do than the Home Office, and certainly work of at least as important a character. The great bulk of our social legislation is either introduced by the Local Government Board or has to be considered in some of its details by that Department, and there is no doubt that the fact that the head of one Department is President while the head of the other is Secretary of State tends to unfair comparisons being drawn and to the weakening of the position and lessening of the authority of the Local Government Board.

78462. (*Chairman.*) Mr. Gerald Balfour gave evidence yesterday, and there are two questions, I think, that we should like you to answer. The first is whether there was a class which you thought required treatment other than that which the boards of guardians could give to them, and, secondly, whether, that being so, it was advisable to set up a second tribunal. As I understand, you found before you issued your Memorandum that in a considerable number of places there was a kind of questionably legal assistance being given to this particular class?—Yes; that had been the practice for some considerable number of years. I do not think it ought to be described as a class; there was a certain number of people who clamoured for assistance when the pressure of the bad times became acute; and in order to avoid the pauperism which follows from relief from the guardians municipal bodies took the relief on their own shoulders, and gave it in the form which I have described in my statement.

78463. Therefore your Memorandum really did not start this system, it was in force?—You mean the Memorandum which was issued when I was at the Local Government Board?

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78464. Yes, that Memorandum. This system was in force, and your idea was rather to regularise it?—Quite; and not only to regularise it, but to secure some more beneficial results.

Mr. Long's Memorandum

78465. The results were not satisfactory before, were they?—Not at the time, because, in the first place, the municipal bodies who took this work in hand had to carry it out with their ordinary machinery, which consisted of surveyors and their subordinates, and neither the surveyors nor the subordinates were accustomed to deal with men who in some cases were not able to give an honest day's work for an honest day's wage; and, therefore, when they estimated the value of the labour given by a labouring man in return for his pay they were quite unable to make allowances for the condition of the man's health, or for his previous want of training for the work upon which he was engaged. Consequently they, I think properly, said that they did not care to employ that class of man; they were not qualified to deal with him; he did not give a proper return for the money paid for his labour, and they took no interest in him. They realised that he was a discredit to them; and they did not feel that it was part of their work, as in fact it was not, to, as it were, lead the man on until he found himself able to give a better return. Therefore the results were unsatisfactory in the sense that they did not leave the man after he had had this employment better than they found him. Then further than that, there was this very great objection: The municipalities, of course, took this work on as extra work, and according to their powers they did their best to meet what appeared to them to be an almost overwhelming difficulty; they could not possibly find work for all the unemployed; consequently they adopted what I have always regarded as a most unfortunate shift. They gave the men so much work apiece; that is to say, supposing they had 1,000 men and they only had work for 200 men, instead of saying: We will submit these 1,000 men to severe tests, and then take the 200 that appear after that examination to be most likely to be improved and helped by that employment, we will give work to 200 men on five days; therefore you had 200 men employed on the Monday, 200 on the Tuesday, 200 on the Wednesday, and so on. If the number was not so great or greater you may alter the figures. The result of that was that by this endeavour to relieve the unemployed you were leaving out of account the good men; there was no discrimination between the good and the bad, and you were playing into the hands of the loafer who got his one or two days' work a week and loafed the rest of the time. He took his money and came back for his day or two next week, and this lasted as long as popular opinion seemed to justify the municipality paying extra money in order to employ an extra number of people. Therefore from both points of view the experiment was undoubtedly, in my judgment, a failure.

78466. I think it has been alleged, if not asserted, in some of the evidence that has come before us that this very class who thus get these two or three days' work a week, the loafing class, seem to think they have a right to get this employment?—Certainly. I have no doubt that the same thing will happen again if nothing is done to provide proper machinery. It is all forgotten now, but during the eighteen months that the pressure of the unemployed was growing, the methods adopted by the unemployed towards all the authorities, municipal and Poor Law, were violent in the extreme. There were crowds besieging the offices of the relieving officers and boards of guardians in London, in Leeds, in Liverpool, in Manchester, in Birmingham, and all our great cities where the unemployed difficulty arose in an acute form; the boards of guardians could hardly sit in some places without safeguarding their doors, which were besieged by a crowd of people demanding assistance. In the same way when it was found that the relief given by the guardians brought in its train pauperism and deprivation of all civil rights, they turned their attention to the municipalities, and demanded that great works should be carried out by the municipalities on which they should be employed.

Attitude of the unemployed demand for assistance.

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Object of
the Unem-
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Workmen
Act.

Class of
persons for
whom the
Unemployed
Workmen
Act was
intended.

Results
of the
Unemployed
Workmen
Act.

Necessity of
having
separate
authority
to apply tests
and deal
with respect-
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employed.

78467. Mr. Balfour described the Act for which he was responsible, although I think the greater part was framed during your term of office as President?—The original Bill was framed while I was at the Local Government Board.

78468. He described it as an attempt to classify the able-bodied seeking employment. Would you take that as an accurate description?—I am afraid I should hardly agree with him in that. No, I do not think that would be an accurate description, for this reason—that I should leave out altogether the question of able-bodied. A great many of these men become unemployed not as the result of a month or two's difficulty, or even a winter's difficulty, but as the result of a series of years, sometimes running into five and six; they become necessarily deteriorated, not merely in mind, but actually in body, and in many cases they ought not to be regarded as able-bodied. I should prefer to describe it as an attempt to discriminate between the wastrel and the honest man who, whether strong in body or weak in body, is genuinely anxious to get employment, and ought to be helped to get it.

78469. I suppose by "able-bodied" Mr. Balfour meant those who were seeking employment. I suppose he used it perhaps not in a very technical sense?—I think perhaps in that sense it may be correct, if he meant that the object of the Act was to provide machinery by which those who were able to work could get work by legitimate means.

78470. The idea was when you framed your memorandum, and subsequently the Act, that it would provide relief for the class above that which resorted to the Poor Law?—Who have no alternative if they are penniless, they must go to the Poor Law; there is nothing else for them to do under the existing circumstances.

78471. It was not intended that this should be, as it were, another outlet for those who were in the habit of applying, or might at any moment apply, to the Poor Law; it was for a higher stratum, was it not?—It was certainly not intended to apply to those who were in the habit of applying for Poor Law relief, because those belong to the class who apply every year, many of whom come under the head of vagrants.

78472. The words of the Act are: "Any applicant honestly desirous of obtaining work, but who is temporarily unable to do so from exceptional causes over which he has no control"?—That is so.

78473. That, of course, would not include those who are chronically on the verge of destitution, although they may not have applied to the Poor Law?—No.

78474. Your Act was experimental, as you say. Have you been able to watch the results of it at all. Has it come out much as you thought it would?—I think on the whole it has, but I do not think that I can justify my opinion, because necessarily the opportunities for the Central Unemployed Body in London have been very limited. They have not had sufficient funds, and therefore they have been unable to carry their experiments really to a conclusion. My belief is that at all events these results, although they may be small, have shown that you have got machinery which enables you to apply tests to these people which enable you also to ascertain whether a man is a genuine seeker after work or whether he is a genuine seeker after living at somebody else's expense. I think further than that, in the case I mentioned in the memorandum that I sent to this Commission, the Hollesley Bay case (I have not visited Hollesley Bay myself, but I have interviewed the people who are employed there as over-men), men have been found who were genuinely willing to work, willing to learn, and who have become possible self-supporting citizens owing to the training they have had there.

78475. I see you are strongly of the opinion that for dealing with the class that you indicate there should be an authority other than the Poor Law?—I am.

78476. And you have thought that this body which was set up would be able to apply an adequate test to those, thus enabling them to decide whether a person was really genuinely desirous of maintaining himself by work or whether he was merely a loafer?—Yes. I should like to answer that by a short statement rather than a monosyllabic answer. What arose under the old conditions was

this: things went on, the onslaught was parried as best it might be until the time arrived when the door of the relieving officer, for instance (taking the case of the guardians), was besieged by a hungry crowd. It happened in a variety of cases that really in order to avoid greater difficulty, really in order to prevent the people starving, orders were given for relief in the form of food, which were taken promiscuously by men both good and bad, and my idea was that machinery such as is to be found in the Unemployed Central Body would obviate that, because it would begin by doing the right thing, in my judgment—that is to say, apply tests which would enable the central body to discriminate between those who ought to be relieved on special terms and those who ought not.

78477. As regards the future, you, I think, in Paragraph 16 of your Statement, say you would maintain the unemployed committee, putting them under the Local Government Board as they are now, and enable this Department to finance them from time to time, in order that, subject to the approval and control of the Department, they may carry on practical experiments in the shape of farm colonies and in other forms of labour?—Yes. I think it is most desirable that they should have an opportunity of making experiments. It is impossible for anybody, in my humble opinion, to say what would be the result of those experiments. The evidence that you get from abroad I do not think is very reliable, because the conditions and the tests vary so completely from those that are to be found in existence here, but I cannot believe it passes the wit of man to find means by which a man who is really anxious to work, but who, owing to unfortunate circumstances, is unable to find work, can be temporarily carried over the bad times and finally landed in a condition of mental and physical activity which will enable him, if he has the chance, to earn money for himself.

78478. The difficulty that has been suggested to us is that, assuming there was a committee permanently established such as you suggest, and they did carry on those experiments in the shape of colonies or other methods of labour, that they can only meet the demands of a very limited number of the applications made to them?—That, no doubt, is true.

78479. You have no idea, I think, of the local authorities preparing great schemes by which public employment on a large scale should be given?—Oh no.

78480. This really was, to use an expression that a previous witness did, a sort of sieve through which you thought persons who were entitled to live and whom you did not wish to pauperise might be tested?—Yes. The evidence of the absence of anything like a practical machinery was so extraordinary. It came to my knowledge just before I took the steps to which you have referred that actually here in London, where probably there is, or ought to be at all events, more information available than throughout the rest of the country, there was a borough in the North which had work which they wanted to have done, and had not enough people to do it, while in the South of London there were boroughs who were besieged by applications for employment and could not find work by any means for the people who sought it. It seemed to me to be extraordinary that there should be no machinery in this great metropolis by which these two extremes could be brought together.

78481. Therefore I suppose the idea of an exchange or labour bureau was part of the scheme which you had in mind?—Yes, but even without a labour bureau the mere fact that you had a central body which comprised the whole area and could obtain information and distribute that information, without the labour bureau, would of itself, it seems to me, deal with this particular difficulty. I remember a case that may interest the Commission; it does not apply to London. Mr. Carlile, of the Church Army, organised a scheme by which he got together a large number of people whom he found to be out of employment, and as to whom he made such investigations as were possible, and he took steps to make the thing known in the country that he had done this. What was the result? Certain people, amongst whom were some personal friends of my own, made up their minds that they would spend a little extra money

Necessity of
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Importance
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Difficulty as
regards such
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Local
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not to pre-
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employment.
Absence of
machinery
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with work.

Importance
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on their estates that year, and they applied to Mr. Carlile, who sent them down a certain number of these people. I saw some of these men myself engaged in such work as hedging and ditching, and helping to clear underwood in the coverts, and I saw a considerable number of them on one occasion as beaters out shooting. I am not sure that that was the best place for them on the whole: they were somewhat inclined to get into dangerous positions and to solve the question for themselves of dealing with the unemployed, but apart from that they certainly did the work that was set them very well, and the employer was thoroughly satisfied with the result but of course the difficulty there was that, without any permanent body, when this temporary employment was over (it obviously could not last for ever) there was no machinery to take these men and send them on to places where they might be wanted.

78482. One of the difficulties that have been suggested to us is as to the nature of the remuneration which should be given to persons employed under these conditions. The remuneration must not be such as to attract persons in regular employment, or be in excess of what an independent labourer could obtain. I assume your idea was that the remuneration of the employment should be such as to interfere as little as possible with the regular labour market?—Certainly. That is always one of the very great difficulties that meets us in these cases. I remember in the case of a private enquiry which was held into General Booth's Submerged Tenth Scheme (there was a private committee formed, of which Lord Onslow was chairman and the present Lord James was a member, and I also was a member) we had an exhaustive enquiry, and the results of that enquiry were all published. One of the difficulties which presented itself there, dealing in a much more limited way with the question of the poor, was that by setting up an industry like the industry of buying wood wholesale and supplying it to these people to chop—they were allowed to sell it from barrows—it was, of course, proved that if a large organisation set to work to buy wood wholesale and distribute it amongst their beneficiaries, the result was to bring them into competition with those who were buying and chopping wood on their own account; therefore when you have to employ labour it is obvious you must not adopt a rate of wages, or a scheme of employment which, while it might relieve one man from destitution, would plunge two others into it. I do not think it is an insuperable difficulty at all. If a man is really genuine and wants to be extricated from the hopeless misery into which he has sunk, he will not quarrel over wages of a shilling or two shillings a week more or less. He will be too thankful to take the hand that is held out to him and do his own share towards his own extrication.

78483. You would like, so far as this unemployed question is concerned, the special machinery to be retained for the future with a view to carrying out further experiments in the direction you suggest?—I should.

78484. We do not want to trouble you with any questions about Poor Law administration, except upon one point. We have been giving a good deal of attention as to how we can improve the local administration of the Poor Law, and that naturally rather involves the status and organisation of the central authority. It is clear to us from the evidence given before us that the Local Government Board is very heavily worked. You have had a long experience there. Do you see any reason why with regard to that Department, which has, in addition to Poor Law duties to discharge other responsible work, the head of that Department should not be on the same footing as say the head of the Home Office?—I think it is a very profound misfortune that there should be these distinctions between high officers of State, and certainly in a Department like the Local Government Board it, to me, seems a grave injustice. I have had the advantage, and it is a very great advantage, of knowing the Local Government Board from service within for more than ten years. I was six years Parliamentary Secretary and for nearly five years President, therefore I have between ten and eleven years' personal knowledge of the Department. I have served in other Departments, and I do not hesitate to say that the work of that Department is far harder than the work of an average public Department. The hours worked by the permanent officials are longer, the amount of extra work given to

the minor officials is very great, and in my judgment not only is it a sentimental injustice that there should be a distinction, but it is more than sentimental, and I will say why. From the permanent officials at the head of that Department down to the junior messenger the difference in status involves a difference in salary and emoluments, and consequently in pension; and it follows that any man in those Departments, whether he be a clerk or whether he be a messenger, the better he is the more anxious he is to get transferred to another department where his personal position will be improved. I have seen, in those years that I have referred to, excellent men leave the Local Government Board because there were vacancies in the Home Office or in the Treasury, and no man could possibly stand between these men and their own advancement in life, and however great a blow it might be to the Department to lose them it was necessary if a man begged to be transferred, if he was a good man, to do your best to get the transfer for him; but apart altogether from that, which is, I think, a very strong argument indeed, I quite fail to see why a clerk in the Local Government Board should be called upon to write a letter at a $\frac{1}{2}$ d. a line and be replied to by a clerk in the Home Office at 2d. a line; the letters deal with precisely the same subjects; they are written in two rooms which are hardly 150 yards apart; the men have gone through precisely the same examinations and the same training to get to where they sit when they write, and yet there is that difference. My arithmetic is one of the weakest of my many weak points, so I do not ask you to take the $\frac{1}{2}$ d. and 2d. as being accurate, but this will serve as an illustration. Now to my mind that seems a very great injustice. Apart from that, anybody who is conversant with the relations of Government offices with the public must know that when you talk of the President of a Department and a Secretary of State there is a sort of impression there is a difference and a distinction between them. The Secretary of State is a person who has many attributes of dignity, the wretched President has none, and the general public take all that in. I think that is unjust having regard to the fact that all our social legislation proceeds from the Local Government Board, and that there is hardly a Bill affecting the domestic affairs of this country brought in, I do not care what Department it is from, with which it is not concerned. During my experience at the Local Government Board I have had as head of that Department to advise upon Bills drawn in the War Office and the Board of Education, in the Scottish Office, in the Irish Office, and so on; that is to say, Bills come to us for our opinion, and not only our opinion, but our information as to how they would affect, or how they would be considered in connection with, the law in England and Wales. It seems to me that the work of the Department is widespread, and why there should be such a difference I do not know. I think it is very unfair to the permanent officials who are certainly not less single-hearted, nor less industrious, than those in any other Department, and are certainly not less able, so why they should all be paid at a lower rate and get a less pension, when they work harder than many others, I do not understand. I think it is a great misfortune there should be any distinction between the head of the Home Office or the War Office and the head of the Local Government Board.

78485. You have had a long experience, would you not say that the President of the Local Government Board of President more corresponds to what is known abroad as the Minister of the Interior, almost, than the Home Secretary?—Certainly.

78486. I do not know if you would like to answer this question, but your impression is, I should say, that the Local Government Board and the officials there are much harder worked than they are at the Home Office?—From the cursory visits I have paid to the Home Office, I should say there is no comparison; it is work in one case and in the other it is not over-hard work.

78487. With regard to the Poor Law, I do not suppose the Poor Law is a very popular branch of the administration of the Local Government Board, is it?—Do you mean in the Department itself?

78488. Yes, is it sufficiently attractive, do you think, as compared with other branches?—In the Department itself, I should say certainly. I believe myself, from my

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Attractive-
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Poor Law
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Question
of raising
status of
President
of Local
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Board and
of redistri-
bution of
work
between
Home Office
and Local
Government
Board.

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Trade un-
employment
statistics.

Poor Law
administra-
tion in urban
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experience there, that the Poor Law administration of the Local Government Board attracts some of the best men and arouses as great keenness as any other work that we have to do. I cannot conceive it being otherwise because, although it is called Poor Law administration, in reality, of course, it goes to the very root of our system. It is upon our system of Poor Law to a very large extent that the training of our people depends, and the Local Government Board is intimately connected with that administration, of course, as well as the public health; and the public health administration has been, up to the passing of the Act of 1894, so closely connected with the Poor Law that it was, for our purposes, almost impossible to distinguish between them. Before the passing of the Act of 1894, as you know, the Poor Law guardians, outside the boroughs and districts, were the sanitary authority, so that the two things were done by practically the same body. The Act of 1894, of course, rather altered that in a way that puzzles people who are not conversant with local government to understand; it did to some extent alter it, but previous to 1894 the Poor Law authority, that is, the board of guardians, was the authority upon whom every duty was cast, public health, education, and so on.

78489. As you have had such experience I am rather pressing you on this point. Would it meet your idea simply to put the President of the Local Government Board on the same footing as the Home Secretary in *status*, or do you think there ought to be in addition to that rather a re-adjustment of the work between the two Departments?—I think first of all the alteration in the *status* certainly ought to be carried out; with regard to the second point I have often had it under consideration. When I was President of the Local Government Board we had to consider what duties we could transfer; there was a suggestion that there should be a re-distribution. It is very difficult to suggest any duties which now could with advantage be taken away from the Local Government Board. There are some I think, although I am not quite sure. Sir Samuel Provis will of course know. I think the motor administration has been transferred.

78490. (*Sir Samuel Provis.*) It has not been, although it was suggested?—That is the kind of thing which might be done, because it is really more a matter of justice than of local government; but as to all the other duties, the public health duties, and the Poor Law duties, I do not think they could be materially lessened.

78491. (*Chairman.*) They fit very much one into the other?—Yes, very much.

78492. Taking the Board of Trade, the only figures relating to unemployment are those which come from the Board of Trade?—Yes.

78493. It has been put before us with great force that they only touch a very small proportion of the population?—That is all.

78494. Do you think that work might be transferred to the Local Government Board, or that some improved method of getting statistical information might be made?—I think that there is immense room for improving your statistics with regard to unemployment. I should be very sorry to suggest how it is to be done, because it is extremely difficult, because at present I think I am right in saying all the information you get from the Board of Trade deals with what is called skilled labour, and there is practically no return as to the unskilled labour, which is really much the most terrible feature in any time of acute unemployment.

78495. If you could establish a really efficient system of statistics in connection with labour, it would be a sort of barometer as regards unemployment?—Certainly.

78496. It would be very useful I should think?—Very useful. You were good enough to say you did not propose to ask me any question about the Poor Law, but might I say one thing with regard to the general question of the Poor Law?

78497. Any evidence you are kind enough to volunteer upon that we shall be pleased to hear?—I should like to say this with regard to any change in the Poor Law system I hope it will be borne in mind that immense improvements have been made in our urban districts. I think it would be difficult to improve upon the Poor

Law administration in many of the Poor Law unions of the Metropolis, Liverpool and other large centres. The real difficulty in country districts is that all the changes which have been made with such advantage in urban districts, and in the great boroughs, cannot be made in the rural districts for the reason that there is no money. You have not the means. Where £1,000 means a penny rate it is quite obvious that you cannot provide the necessary accommodation which is required if you are to differentiate between your different classes of paupers, and I believe that it is useless to recommend changes in the Poor Law unless that fundamental difficulty is realised, and unless some attempt is made to grapple with the very serious objections that there are to dispossessing people already in authority, and merging areas, and thereby giving opportunities for doing in the country, in a very limited way, what you have done in the towns. As you have mentioned the general Poor Law, I thought I might be allowed to say that much.

78498. You would not be against merging several areas into one?—No, I think that the line we shall have to take will be to extend the areas considerably; either extend your areas considerably or divide your administration between what are now called the boroughs and the county councils. I believe myself if you take any of the agricultural counties like my own County of Wiltshire, where we are almost entirely agricultural—we have very small manufacturing towns, the only big urban centre is Swindon, where the Great Western Railway Works are the real cause of the existence of the place—if you take our rural workhouses, you will find, I am convinced, that you have got an establishment which is altogether out of proportion to the number of paupers you are maintaining, but, on the other hand, you will certainly find that the quality of the provision made for the paupers falls immeasurably behind that which is made for the same individual if he happens to have recourse to the Poor Law in Liverpool, Manchester, or Leeds.

78499. We have visited a good many rural districts and I think what has struck most of the Commissioners most is the knowledge which the guardians have of the individuals?—Yes, that is so, of course.

78500. (*Mr. Loch.*) From your experience of the Poor Law, are you satisfied with the system of training and appointing inspectors?—Do you mean the Local Government Board inspectors?

78501. Yes, who do Poor Law work?—Yes, I think the results have been to give us on the whole as good men as you would get by any other system.

78502. With regard to the staff at the unions, do you think that any advantage would come from their forming more of a service, so that one man could be removed from this place and another to that, rather than that the appointment should be entirely by the Local Board, and that the person should remain for a very long period in the same place?—I should hardly like to answer that question, because the suggestion has never been made to me. The appointments of officers by boards of guardians, or local boards as they used to be called, by these urban councils as they are now, are so very much local in their character that it would involve a very great change. I have no doubt it would be advantageous if there could be the same sort of transfer that there is now with regard to such offices, for instance, as borough surveyors. Borough surveyors, schoolmasters and, to some extent, masters of workhouses, are interchangeable, but whether you could work the same system with the subordinate officers, I do not know.

78503. With regard to the relieving officers, are you satisfied, or were you satisfied, with their ability to do their work? Had you experience about the local administration?—The relieving officers vary immensely. I do not think you could generalise upon that subject, because, to begin with, the relieving officer is the servant of the board of guardians, and he is, to some extent, what the board of guardians makes him. Wherever you have got a good board of guardians you probably would have good relieving officers, but, in the second place, relieving officer's work no doubt is work which a man can make great or small very much as his energies and abilities lead him to do. On the whole, I think the relieving officers have not been found failing at all. There have been, of course, black sheep, as there are in every service,

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Possible
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of Poor
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Local
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tors.

Question of
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and trans-
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staffs.

Relieving
officers.

but I should not say, from my experience of the Local Government Board, that the relieving officers had turned out a failure in any way.

78504. You do not think it desirable for them to have a period of training or something like evidence of efficiency in this or that department?—I do not think there is any training that I know of, at all events within my limited knowledge, which would enable a man to find out what he has to do, that is to find out whether people are in want or not; a relieving officer's duties are extremely difficult to perform.

78505. You would limit his duties and outlook to that? Certainly.

78506. Have you attended many meetings of the General Relief Committees at any of those places, Liverpool, Birmingham, and such like?—Not myself.

78507. With regard to your remark in Paragraph 8 as to the offering of the workhouse, the workhouse, of course technically is a building available for the Poor Law in any way that the guardians may deem right. Was the question before you of placing outside London, under new conditions, workhouses that might, owing to their being in a large area, have provided work which would have been a fair offer under the old conditions of Poor Law administration?—No.

78508. You had no suggestions made of re-organising the workhouse conditions to meet the new demand?—I should not like to say no suggestions, because suggestions innumerable were made. I should be very sorry to say now what suggestions were made to me, but I do not remember any. I received, and most people do in the position I was in then, a great deal of advice and suggestion.

78509. Was not the system introduced in a manner, if not in your time immediately afterwards? Was not the proposal to have a modified workhouse test, as it is called, before you for consideration?—I think that was before us when I was there.

78510. Did not that carry with it a proposal that practically a large area outside London might be taken, and on that work done under conditions which were quasi workhouse conditions?—I am afraid I could not tell you.

78511. With regard to the application of the system, you rely, I presume, upon a certain character of deterrence as well as on investigation in providing work?—Certainly.

78512. On what would you rely from the point of deterrence?—Do you mean when the first tests are applied?

78513. Yes?—I should rely first of all upon the knowledge of the people in charge of the class of people that they are dealing with, the capacity to deal with men who may not be able to do a good day's work, not from want of will, but from want of power. I should rely, having secured the right man as official, upon such test being applied as would, I believe, according to my experience, very soon tell whether the man was genuine or a wastrel. I believe, for instance, at Hollesley Bay there has been very little difficulty in finding out the wastrels within a day or two of their being tested.

78514. Is it not true that at Hollesley Bay all the investigation has been made beforehand, so that it will be a wastrel who has gone through all the meshes and would get to Hollesley Bay?—You may be right; that is not my information. I do not see how the tests could be applied until the individual got to the scene of work, because the only test which really will operate in these cases is the demand for work.

78515. Then the investigation that goes on before you would set aside as a test?—The investigation that goes on beforehand, I imagine, would only be into antecedents, character, etc.; that of course only tells part of the story.

78516. The number that made application in the last year is 45,000, and the number that was passed was 40,000?—Yes? I am not assenting to the figures.

78517. I simply take the figures and put the problem in a form in which it is put to us?—I must not be taken as assenting to the figures.

78518. At any rate there will be a large difference between the number passed and the number who applied?—I should think so.

78519. Supposing that number which has passed represents truly the number which might be dealt with under the Act, and are dealt with, if you will, it still leaves a large margin over, does it not?—It does.

78520. On whom are we to rely for the help they require, if they require help, for the number which is not passed?—If the result of your experiments is to show that you have got a very large class, which you put at 41,000 out of 45,000, who being able to work are unwilling to work, then in my judgment you must resort to some form of penal colony. You cannot send a man to prison because he will not work, that is obvious. You now send him to prison by a very ingenious method. You get hold of a very turbulent character, you give him a job which you know well will make him a good deal more turbulent, and then you send him to gaol. That is a very round-about and expensive way.

78521. In the Poor Law, you mean?—Yes. Supposing you find you have got this large body of incorrigibles, I would deal with them by further legislation, establishing what are called penal colonies. Probably I have misunderstood your question; I took it to be that there was a certain number who had applied, out of whom only a very small number received assistance; I thought that meant that the others had been rejected.

78522. We do not know what happened to the others?—It is quite obvious that those figures are governed by the capacity of the central body, or whatever it is called, to give work. Their relief was governed not merely by the capacity of the men to work, but also their own capacity to find work.

78523. That means that in any case there was a large margin unprovided for, does it not?—Certainly.

78524. It is that margin that is the issue I wish to put before you, and what is the best way of dealing with that margin, provided the fact is admitted that they applied because they were in want?—If it were possible to strengthen the position of the central body, I imagine that the 4,000 might be very largely increased, and would be very largely increased it is to be hoped, and you would have nothing to deal with but the incorrigibles.

78525. Supposing the body should, as they did this year, reject a very large number, are those who are rejected to go to the Poor Law?—Do you mean rejected as being unsuitable?

78526. Yes, for work under the Act?—Yes, they must fall back either on the Poor Law, or, if the Poor Law is found to be insufficient, you must devise some other machinery.

78527. Then practically supposing the ground for application be want of work, you have to rely on the two methods, the method of the Act and the method of the Poor Law?—Certainly, this Act never intended to ignore the Poor Law.

78528. Do you think, having had this matter in your own hand, that the Poor Law as at present managed does or can meet the demand which results from this difference, that is to say, this selection?—I am inclined to doubt whether it can. I think that in the residue you will find a considerable number of people with whom it is very difficult for boards of guardians to deal as things are.

78529. Then I would ask what your suggestion is, granted that?—I thought I had told you my suggestion is that if you find as the result of your experiments that there is a class which has to be dealt with in a special way, that you must set up something in the form of penal colonies.

78530. You would use the three elements then?—I should.

78531. The penal colony, the Poor Law and the relief works?—Yes.

78532 (*Mrs. Webb*.) What authority would you look forward to as exercising this principle of compulsion? authority for—I think you would have to have a separate authority altogether. I do not think you can give that to a board of guardians.

The Right Hon. Walter Long, M.P.

15 Oct. 1907.

Penal colonies for those who will not work.

Number assisted depends on amount of relief work available.

Poor Law or penal colonies, the alternatives to assistance Unemployed Workmen Act.

*The Right
Hon. Walter
Long, M.P.*

15 Oct., 1907.

Guardians
not a
suitable
authority
for penal
colonies.

78533. Why could not you give it to a board of guardians?—As things are at present, the areas of your boards of guardians are in my judgment too small to enable them to deal with a difficulty of this kind, because it is quite obvious that the residue would come, as the unemployed came, from all parts of the country and from a whole variety of unions. You may have a large percentage in an East End union, for instance, and quite a small percentage in one of the unions of the West End of London (I am taking London merely as an illustration). In that case to lay upon each board of guardians the obligation of dealing with a penal colony would, I think, not meet the case. I think you would have to have a separate organisation.

78534. And also from the point of view that it will be a judicial act or a magisterial act?—Obviously it would have to be safeguarded in every way. You could not interfere with a man's liberty without taking every precaution.

Question
whether penal
colonies
should be
under police
or magisterial
authority.

78535. Have you thought whether it should be handed over to a police authority or a prison authority?—I have not considered that question in connection with this particular branch of the Poor Law question. It arose, of course, as you are aware, in connection with dealing with vagrancy. As you know, a great deal of controversy has raged round it. I am not sure myself that the police authorities in the country are ready at present to take over administrative work of that kind; but I think you would have to associate with any such administration either some body which would carry judicial knowledge, or else you would have to have actually the intervention of magistrates before you could deal with these cases.

Possibility
of guardians
being
authority for
penal
colonies.

78536. (*Chairman.*) You gave the area as a very good reason for the difficulty of the guardians taking over anything like a penal institution. Assuming the area was very much larger, would your opinion still hold good?—I am a little afraid of conveying too much. The moment you extend your area it is quite obvious you will very much add to the labours of your boards of guardians; they might be managed by the same general body with some subordinate committee in the same way, for instance, as we have our reformatory schools.

78537. It really is not a matter of very much importance, because I understand the guardians would have the power of sending the person, possibly through a majority or possibly by means of a certain tribunal, to an establishment of a quasi-penal character; so whoever managed that would not very much matter?—I do not think so. The reformatory school system under which we deal with the juveniles is an admirable one. I think it forms a very good illustration of what we might do on an extended scale for other people.

Right to
work not in-
volved in
Unemployed
Workmen
Act.

78538. (*Mr. Loch.*) Do you think in this process what is called the right to labour has been accepted by statute?—No.

78539. Because you think this is so guarded that it cannot be so claimed?—I do not think there is anything in this Act which can be in any way shown to involve the right to labour on the part of the community.

78540. (*Miss Hill.*) That was just the point that I wanted to be quite clear about. In your view of the Act it is intended to be so exceptional that that right is not involved in it?—Certainly, and it is temporary in its working.

78541. You would not have this central unemployed body a body permanently existing?—I mean temporary in regard to the individual. The chairman read out just now the words of the Act which show that it has carefully guarded against providing perpetual employment for individuals. The idea rather is to take them in the period of their difficulty and tide them over that, and help them into permanent employ.

78542. But supposing they are not floated again into the labour market?—I am afraid I cannot undertake to make suggestions to deal with every possible eventuality. If that be one of the results you will have then either to face the fact that you have got here a very large proportion of your population for whom you cannot find work, and whom therefore you must frankly tell they must emigrate to another country, or you must adopt some other method, which I do not know anything about.

78543. Does it not seem to you that the provision of temporary work under conditions other than those of the ordinary world is rather apt to enervate than stimulate the people whom you bring under their influence?—On the contrary, the limited experience I have had sets in exactly the opposite direction. With regard to the work that was done in London, for instance, where it was done under proper superintendence with people who in the first place (which is essential) believed in the work they were doing, and in the second place knew how to carry out their operations, the results were quite the contrary, the people themselves were improved.

78544. Are you thinking of work done by municipalities?—No, I am thinking of the work done by the Central Unemployed Committee. I do not think the work done by the municipalities had any other effect than that of deteriorating the people, because they were in most cases only employed fitfully, and there was in most cases no attempt made to train them and direct them.

78545. Although the work of the unemployed body has had that effect?—In one instance there was a road made across the Green Park. I watched the men in that case myself carefully, and there is no doubt that they improved under their control and under their labour, and some of them went on and did fairly well.

78546. That has not been a very usual result of work like that, has it?—I am not aware: the number of experiments is so very limited that I am not aware of any sufficient information for me to draw a conclusion from.

78547. Would your impression be the same of men taken to Hollesley Bay and so on?—Hollesley Bay again has been too short a time in existence for us to tell. I have not myself visited Hollesley Bay, but I am told that a certain number of cases there have resulted in both physical and mental improvement on the part of the men. I only give you that for what it is worth. I have not seen them myself.

78548. I have seen very few, but one wants to know the individual case to really know what the effect has been?—Yes, you want to follow them quite through and it takes time.

78549. You would agree that there is something in the provision of unreal work which has the tendency to undermine rather than to stimulate?—Certainly, it is the great danger and difficulty which has to be overcome or you will do much more harm than good.

78550. Do you think it has been avoided in this present Act?—That I should not really like to say. In the first place I do not myself, as I have said in this memorandum, regard the Act as anything approaching perfection. There was not too much time for thinking the problem out.

78551. Have you any special suggestions to make with regard to its modification if it should be continued?—No, I should not like to make any suggestions until there is much more information before us than we have got. There was absolutely no information to go on. You had plenty of people who had opinions of their own, some of which there were foundations for, and some not; but there was no information to go upon such as you would have after a certain number of experiments have been made in different parts of the country.

78552. (*Mrs. Bosanquet.*) Have the men who fulfil the conditions of the Act a legal claim under the Act?—I am afraid I am not a lawyer, and I really could not tell you. We constantly have questions as to the legal claims on the law by people who clamour for relief. I am not a lawyer and could not tell you, but I should have said not.

78553. I am not sure that I know what is the system by which inspectors obtain appointments?—Inspectors, as far as I know, have not been trained at all; there is no training for an inspector. Inspectors as a rule are selected from men who have had some experience of Poor Law administration, very often as members of boards of guardians, or chairmen of boards of guardians. Occasionally they are taken from the permanent officials in the department, from the clerical staff of the Local Government Board. Generally in that case they are men who have been in the Poor Law Department of the Local Government Board, but there is no training college for inspectors.

Effect upon
individuals
of work
provided by
Central
Unemployed
Committee.

Effect of
municipal
relief works
and of
relief work
under
Unemployed
Workmen
Act.

Hollesley
Bay.

Danger of
providing
unreal work.

Present
information
too small to
warrant
suggestions
as to change
in Unem-
ployed
Workmen
Act.

Appointment
of Poor Law
inspectors.

78554. There is no condition that they should have had previous experience?—I am not aware of any. So far as I know the power of the President to appoint an inspector is unlimited. So far as I know he might appoint anybody, but in practice, I think—I can speak from an experience now of nearly twenty years, certainly men are selected who have had practical experience, either within or without the department.

78555. (Mr. Chandler.) In Paragraphs 15 and 16 of your statement, where you make suggestions as to the changes in the law which you think it is desirable to make with regard to the Unemployed Workmen's Act, you mention in Paragraph 15 that it is desirable that grants of public money should be made "as the present President of the Local Government Board has done in order that the Unemployed Committee—or whatever the body is called—may be able to carry on certain carefully thought out experiments." Do you prefer that plan to a rate levied over the area of the district that has to do with the carrying out of these?—Yes, I do, for this reason. I admit it is a clumsy way of getting at it, but if you take the case of London (and I imagine that the unemployed question would almost always be in one of the big towns, and more largely affect London than any other big town) a certain percentage of the unemployed would have nothing whatever to do with London; they would be those who have come to London because they are at the end of their resources, who have come because they hear there is a fund, or think there is work, or for some reason they come and have to be provided for. I think it is unfair, if you have to experiment with a view of dealing with them permanently, that the ratepayers of London should be called upon to pay for this. It would be either the ratepayers of the union, or the ratepayers of the whole area of Poor Law London. I think if anything of the kind is to be done it should be done by public money.

78556. You do not think that the twelve months' residential qualification is a sufficient safeguard against that?—No, I do not attach any importance to the twelve months' residential qualification, because, after all, if a man comes to live in London for a year, and then comes on the London rates, I think it is very hard upon London. We all know the difficulty of finding out the domicile and home of a person.

78557. You are exceedingly anxious that the Unemployed Workmen's Act should have at least an opportunity of testing the value of them?—I am.

78558. It did occur to me that a carefully thought out scheme by local authorities is rather subject to the whims of the President of the Local Government Board for the time being, if this plan of subsidising by grants is carried out?—There is that danger obviously, and personally I made this suggestion, because I think if the money comes from the State you would have much more control, and much more right to interfere; but I quite admit that that objection is a very very strong one, and certainly if anything of the kind were adopted it would be most desirable that the two alternatives should be very carefully weighed before you decided in favour of the one I have put here.

78559. (Dr. Downes.) In Paragraph 15 you give the reasons why you consider there should be a separate organisation to deal with the unemployed?—Yes.

78560. May I take it that those reasons apply rather to the existing condition of things, the existing organisation of the Poor Law?—Entirely. I am dealing entirely with the Poor Law system as it is to be found now.

78561. Assuming that it were possible, I do not say for a moment that it is possible, to so re-organise things that your objections could be met, would you admit that there would be an advantage in having one body?—Clearly. Provided that such changes were made as would remove all my objections, then clearly it would be a distinct advantage to invest all the authority of the kind in one body.

78562. (Mr. Bentham.) I suppose you were at the Local Government Board at the time the Unemployed Bill was being drafted?—Yes, when it was being drafted.

78563. Was there any evidence got from the provinces as to the necessity for an Unemployment Act from the officials, that is, from the inspectors?—Do you mean any evidence from my inspectors?

78564. Yes, from the Poor Law inspectors?—I do not quite understand you. The Poor Law inspectors are not in the habit of giving evidence that I am aware of.

78565. Were they asked for their opinions upon the necessity for an Act dealing with the unemployed, apart from the Poor Law?—Certainly; I communicated with them myself in the ordinary way.

78566. Were they in favour of some Act being passed outside the Poor Law?—I should hardly like to answer that question, because, in the first place, I think I should say that your question involves a slight misconception as to the relations between the inspector and the head of the Department. The inspector makes his report from time to time, and his special report upon any workhouse that he visits, but it is not his vocation to advise as to legislation, either for or against it. It is his business to answer any questions that the President may put to him, and, of course, in this particular case London was the chief difficulty. We had a great many applications from the towns, from Liverpool, I think, Bristol, Leeds, and other towns, I have forgotten which now, but I should not like to commit myself as to what was said by inspectors, whose interviews with me were, of course, confidential.

78567. Perhaps I have put my question rather clumsily, but I meant, did the information given by the inspectors suggest the necessity for some machinery being established for dealing with this question?—I should not think that any one of the inspectors ever made any suggestion of the kind; it would be entirely outside his province to do so.

78568. Was it intended that the Act should always remain in operation, or that it should only be put in operation during periods of depression?—I think it was intended that the machinery should always be in existence, because one of the difficulties that we sought to deal with was this, when the sudden outburst arose there was no machinery in existence ready to deal with it; consequently you had to improvise everything, your office, your clerks, and so on. You had no records or anything, and you had to start afresh each time. It is to that fact, I think, more than any other that the history of the various Lord Mayor's Funds (the unfortunate history, as I regard it) is due; that each fund which comes into existence has been managed by fresh people, without any trained officials who have been able to take advantage of previous experience, who would be able to do what is done for the Parliamentary officials by the permanent officials, namely, act as guide, philosopher, and friend.

78569. Am I right in thinking that it was not expected that the Act would always be in operation?—I am afraid I cannot answer that. I do not know what was expected by anybody.

78570. Do you think that there is any temptation in a provision of this kind for able-bodied people to rely upon similar work being found periodically; that they will exercise less efforts to insure against unemployment and rely more upon State action?—I do not believe in that at all.

78571. You do not think there is any danger in that?—No, I do not. I think the English working man is much too fond of his home and his independence and of the respectable character of himself and his wife and family and of his connections. I think he is just as fond of his home as I am of mine, and just as reluctant to part with it. I do not think the setting up of machinery to deal with special cases would tempt the working man to rely on outside operations. It may be that you may weaken his independence; if so, any Act of Parliament which tended to do so had better be repealed at once, because you would do more harm than good.

78572. (Mrs. Webb.) In respect to the inferior class of unemployed, the wastrel and the vagrant, if you are going to apply compulsion in a semi-penal establishment, would it not be better either to transfer the management, or adopt the area of the county and accept the county council, to a National Department; because the present reformatories are managed by the Home Office, and industrial schools, in which there is the principle of compulsion, are managed by the county?—Yes.

The Right Hon. Walter Long, M.P.

15 Oct. 1907.

Question of evidence from Poor Law inspectors, suggesting necessity of some Unemployed Act outside Poor Law.

Question whether Unemployed Workmen Act was intended to be permanent.

No danger of undermining independence of workmen by setting up machinery for relief of special distress.

Proper authority to manage penal colonies.

*The Right
Hon. Walter
Long, M.P.*

15 Oct. 1907.

Proper
authority
to manage
penal
colonies.

78573. Is it quite safe to give over such a very delicate business as applying the principle of compulsion to any authority likely to employ less skilled officers than the national department or the county?—No, I think it should be a large central department. I should prefer myself the county to the Government Department.

78574. You do not like the management of reformatories?—I think that the industrial school system is better for the difficulty we have to deal with.

78575. You do not advise a smaller area than the county?—No, certainly not.

78576. Supposing you take the county as the area, it would be very difficult to get a new *ad hoc* county authority, would it not?—Yes; it would have to be done by the county council.

78577. Practically you would put the management of this semi-penal establishment under a committee of the county council?—I think so, with certain safeguards, of course.

78578. You would not contemplate setting up a new *ad hoc* body?—No, certainly not.

78579. Would you contemplate setting up a new *ad hoc* authority in the county area for any purpose whatsoever?—None.

78580. If we do take the county as our area, you are distinctly against a new *ad hoc* authority?—Certainly. I think the county council is very well able to do, through committees, any work that is likely to be thrown upon it. I must ask you not to include London in this; London is a case of its own.

58581. That is absolutely set apart?—I am thinking of the ordinary administrative county outside the Metropolitan.

78582. It has been suggested to us that for nearly all the purposes of institutional treatment, both for this penal purpose and also for the treatment of the sick, that a larger area is desirable than that of the present Board of Guardians?—I entirely agree.

78583. It has been suggested to us that the county should be that area. Assuming that that is correct, you would not be in favour of establishing a new *ad hoc* authority to manage the institutions connected with sickness, for instance?—Certainly not.

78584. If we transferred the present Poor Law infirmaries to an authority having jurisdiction over the county area, you would suggest it be transferred to the county council?—Certainly.

78585. Assuming you transferred the care of the sick to the county council, would it not be natural that that should come under the Public Health Committee which is dealing with sickness in another form?—I do not see any reason why it should not; would you make it statutory that it should be part of the duties of the public health committee of the county council?

78586. To provide such accommodation for sick persons as was required?—I see no objection to that. Of course the public health committee of the ordinary administrative county, the administrative county as it is called, has not been constituted hitherto from the point of view of that class of work. You would have, I think, to reorganise your public health committee, but I see no reason why their duties should not include those; their present duties are very light.

78587. They have only a medical officer of health?—Yes.

78588. There is a suggestion that the infectious hospitals of the rural district councils should be transferred to the county councils with a view to their more efficient management. Does that occur to you?—We did something about isolation hospitals when I was at the Local Government Board. I am afraid my memory fails me as to it, because it is some little time ago, and I have had many other things to deal with since. I should say off-hand that the county council would be a better authority to deal with isolation hospitals or infectious hospitals than the local authority, because quite obviously their situation ought not to be controlled by a small area. It is far better that the county council should settle their situation with reference to a larger area than that it should be settled by a small area.

78589. If the county council had the management of isolation hospitals it would be natural that they should manage the other hospitals?—Certainly.

78590. To take it from the point of view of the individual concerned, your whole object in the Unemployed Workmen's Act was to relieve the absolutely honest *bond fide* man who failed to obtain a livelihood, because he could not get work, from the taint of pauperism, was it not?—I do not know that I should say that was my whole object.

78591. It was one object?—One of my chief objects certainly was to prevent manufacturing paupers out of material which I did not think ought to be used for that purpose.

78592. Surely that would apply still more strongly to a man who loses his chance of a livelihood from an attack of phthisis?—Certainly.

78593. So that you would relieve the individual who dropped into misfortune from no fault of his own, by illness, from the taint of pauperism?—In the temporary relief given to him, that is to say, dealing with him during the time when the pressure comes.

78594. In the curative treatment given to him?—That must necessarily only be for a limited time.

78595. Only for the time he is ill?—Yes.

78596. During the time he is ill you would wish to relieve him from the taint of pauperism?—Yes, if, as I have explained in my Statement, I thought that by adopting special methods I should prevent him becoming a permanent charge upon the rates.

78597. To go back to our county authority, if you put up a new kind of infirmary under the public health authority, and if you made all treatment in them given exactly on the same conditions which it is given in an isolation hospital with regard to infectious patients, you would be relieving that man from the taint of pauperism?—A man who would now have to go into the workhouse infirmary you suggest should go into the county council infirmary?

78598. A public health hospital, and be treated, if he had phthisis, exactly as he would be if he had typhoid. At present if he has typhoid he is not a pauper, he is not disfranchised or chargeable to his relatives. Would you extend that idea which underlies the basis of your Unemployed Act, to destitution brought about by phthisis?—Phthisis is now supposed to be a curable disease. I am not a medical man, therefore I do not know why we should discriminate between phthisis and typhoid; I may be quite wrong; but it seems to me to be opening up rather a wide question in which I should like to be guarded in my reply.

78599. (*Mr. Lansbury.*) Taking your penal colony, you would have that colony curative rather than merely repressive, would you not?—My penal colony was only suggested in answer to a hypothetical question put by one of the members of the Commission. Of course the whole question of penal colonies is a very large one by itself, and would take up as much time as I am able to give to my whole evidence. I do not know whether a penal colony is ever likely to be necessary, but on the other hand if it is true that you have a very large percentage of people who will not work, and who can work, I for one do not see why we should continue to maintain them in a workhouse or anywhere else. If they are not industrious enough to work, and not clever enough for criminals, then it seems we must find some other way to deal with them. If they are industrious they find work for themselves; if they are clever and idle they get into gaol; if they are stupid and idle they remain outside, and we keep them, and that is what I object to.

78600. The only point is that you would not suggest that you should take them into a colony and simply keep them there for ever?—No, I do not think you can do that. I think the plan you want to adopt is very much the plan they have adopted in some of our great municipal Poor Law areas, where they discriminate between the classes of work given to the classes of paupers they have to deal with, and where it has been found, I think, by practical experience that some of these shirkers avoid the labour house, as it is called, a second time, because the work given is very disagreeable and the regulations are very irksome. I think you might extend that principle.

Objects of
Unemployed
Workmen
Act.

Question of
treatment
of sick
poor without
pauperisa-
tion.

Proper
authority to
manage
institutions
for sick
persons.

Question of
management
of hospitals
by county
councils.

assuming that you find there are a large number of people such as was suggested by Mr. Loch. I do not know whether there are or not; I do not think anybody knows very much about it at present; we have no definite information, though we have each got our own opinion. As to definite information there is hardly any evidence obtainable. That is the great difficulty I think.

78601. (*Mr. Nunn.*) There were two ideas that you had in your mind in forming your first unemployed body. One was to have a system of graduated colonies was it not, which should deal with different classes of the unemployed. At one end you would have extremely deterrent or positively preventative colonies which would absolutely detain the men, and at the other end you would have colonies which should go a long way to educate men and reinstate them in the industrial world?—Yes; if it be true that the result of your experiment goes to show that there are a large number of men who want this special treatment, then you would have to provide for it.

78602. Did you think that the State ought to provide for it, or some municipal form of government, or that it should be provided for by voluntary enterprise?—If you determine to punish these men and treat them as if they were criminals the State must do it. If you are going to do it to aid them, then private sources can do it.

78603. At some point of the line of graduated labour colonies you would draw the line of demarcation between State government and government by private individuals?—Yes, I think you would have to.

78604. There is one other point upon which, I think, you felt strongly when you formed the first body, and that was the very large amount of work which the local bodies were taking up in various parts of the country, in place of the Poor Law guardians, giving men practically employment relief?—Yes.

78605. In the Regulations on which the Act of 1905 was administered, however, room was made for a good deal of this work to be undertaken by local authorities?—Yes, there is no objection to that; that is beneficial.

78606. Was not that what you complained of originally?—No. It may perhaps be my fault; I may misunderstand you. What I was referring to was the attempt made by municipalities to deal with the unemployed as they flocked to the municipal offices; there was no discrimination, no attempt to select the good from the bad, no attempt made to so deal with the men to whom employment was given as to leave them at the end of their employment better than they were at the beginning. The work we contemplate under the Act is where the men had been tested and selected by the unemployed committee for work. They can be sent for by the municipalities, then you would have the men selected for a particular kind of work, and no doubt there would be a certain number of men found capable of doing municipal work just as well as anybody else.

78607. Has not the actual process been that the men have not been tested but selected? Their character has been scrutinised to some extent, but the distress committees have sent up to the Central Unemployed Body a number of applicants for work, and lists have been returned to the localities for any work which the municipality may have in hand, and the municipality has then taken these men on in preference to ordinary men found in the labour market, thereby ousting the ordinary men from work to which he might have had a claim otherwise. The difference between what would have been paid for efficient labour and what has to be paid for inefficient labour being made up out of unemployed funds?—That I could not say.

78608. Suppose that has taken place, does that approve itself to you?—Obviously not.

78609. (*Mr. Russell Wakefield.*) One of the difficulties with regard to the provision of municipal work in the metropolis is, certainly in the heart of London, the finding of the actual work itself which is to be done. I think there was some encouragement of boards of guardians anticipating work, was there not?—Yes.

78610. One of the results of anticipating work, I believe, is that eventually there is no more work to anticipate?—Certainly.

78611. Therefore it is a good thing, is it not, that an authority spreading over the whole of London should have charge of the provision of work for the unemployed?—Yes, certainly.

78612. One question has not been asked you. At the start of the Act your idea was that the main amount of the money would be procured from voluntary sources, was it not?—Yes.

78613. You yourself, I think, collected a very considerable sum before actually the Act was in operation at all, so as to give it a good start?—Yes.

78614. You have, I think, come to the conclusion that by means of voluntary funds it would be impossible, year after year, to go on administering the Act?—Yes.

78615. Also that if you have funds from any other source, whether Imperial or local rates, you cannot get voluntary funds side by side with that?—Certainly.

78616. Therefore you are driven to what has been done?—Yes.

78617. With regard to the Act itself you did not imagine the Act was perfect when the Act was first passed, did you?—No, I did not.

78618. You imagined it would require amendment if experience taught people what might be necessary?—Certainly.

78619. You have seen no reason so far to imagine that the Act, generally speaking, with the Amendments which might be introduced through experience, would not be doing good work for this class of society?—No, none whatever.

78620. (*Bishop of Ross.*) One of the means of dealing with the unemployed was providing farm colonies?—Yes.

78621. In the hope that the men would be set up physically and morally and be able to return to find remunerative employment. At the end of their term either of two things might happen; they might go back set up physically and mentally, they might return to their original trades, or you might hope to find work for them on the land. No doubt in Wiltshire you have considerable experience of farm work. Does farm work require considerable experience and considerable training?—On the part of the employer or the servants?

78622. On the part of the cultivator, the workman the husbandman?—Undoubtedly a man, if he is to take a responsible place must be specially trained for it, but some of the best workmen we have now are men who have spent their early days, for instance, in the Army or Navy, and have come back to us as agriculturalists and do extremely well.

78623. They have done no agricultural work till well advanced in years?—No, not since they were boys, in fact you may say they practically have done none.

78624. They have been born in the country?—Yes, nearly all of them are country-born.

78625. Do you think a man born in a city who has never handled a spade or any other agricultural implement will become an efficient workman if he commences at thirty-five?—I do not see any reason why a man at thirty-five should not in a short time be an efficient labourer if he means business. I know it is frequently said that the worn-out townsman if he comes into the country will never be able to use a spade or scythe. That is not my experience. I do not know why the working man should be inferior to the clerk or the mechanic, many of whom live in the country and do a good deal of work of their own. I think a working man, if he had training, could dig. I do not think he could go down from the town and dig the next day. I think probably some of us who live in the country would beat him, but I think if he was all right physically and had some training he would soon be all right.

78626. There is a muscular question also, is there not, the muscles have to be trained?—Yes, there is no doubt that is more difficult than the want of knowledge.

78627. That seems to be the main difficulty?—Yes.

78628. The great majority of those who went to Hollesley Bay were townsmen. I see here in a list of 1,711 only 248 have been born in the country, and those had spent an average of nineteen years in London, and the average age of the men was 35½ years?—Yes.

The Right Hon. Walter Long, M.P.

15 Oct. 1907.

Question of voluntary and State funds for purposes of Unemployed Workmen Act.

Unemployed Workmen Act not bad.

Possibility of townsmen making efficient agriculturists.

*The Right
Hon. Walter
Long, M.P.*

15 Oct. 1907.

Question of
rural de-
population.

78629. Therefore there would seem to be a considerable difficulty in these men becoming efficient agriculturalists and efficient working men on the land?—Undoubtedly that is a practical difficulty, and one of the things which could only be tested, I think, by experiments.

78630. In several places it was complained to the Commission as we went round the country that the rural population was flocking into the towns and overcrowding the labour market, and a witness here to-day expressed it by saying the countryside is emptying itself into the towns. Could the question of unemployment in the towns be tackled from the opposite end, by endeavouring to keep the rural population in the country, and thus relieve the pressure on the dock labourers and all the lower classes of labour?—I think we ought to have a little more accurate information upon that point. I observe it is said by people who do not themselves live in the country, as a rule, that the agricultural population is flocking into the towns. I spend most of my time when I am not compelled to be in London in the country, and I do not find empty cottages, nor do I find the people trooping into the towns, nor do I think they are. I think all this is going on information which is twenty years old. Twenty-five or thirty years ago they were flocking into the towns, because at that time the use of machinery in its present form was only, comparatively speaking, young; and no doubt a great many men were displaced, but now that has all accommodated itself, and at this moment (I speak of my own county, which I know well) with the exception of here and there a cottage which is in a hopelessly out-of-the-way district, I do not know of a cottage which is empty or of an agricultural family moving up to London. We lose, of course, some of the young men, because they like the amusement and excitement of the towns more; they get bored in the country, where they have to be up at 5 a.m. and work till 6 p.m. or 7 p.m. They know they can go and work in the towns, and after they have done work they can go to a music hall, and no doubt they are tempted, as other young men in other walks are tempted, by other temptations.

78631. If one person could keep one person born in the country and prevent him from going to the towns on the one side, and on the other side he could take a town-born person out and plant him in the country, would you agree in the first case he would have done better work for the nation than in the second?—Certainly, by all means let us keep our lads at home if we can.

78632. (*Chairman.*) There is one question on which you have given a strong opinion upon which you are an authority in a double sense, both as President of the Local Government Board and also as a country gentleman, that is as regards the changes that there may be in the Poor Law in rural districts. Assuming there was a scheme by which the unions were left, as far as hearing applications, much the same, but that the institutions of the county, as you rather adumbrated, were put under one authority, and that authority had the exercise of certain control over the relief committees as well as the others,

would you be in favour of handing that work over to the existing county council, or would you have another authority?—I think it had better go to the county council. I think you will be obliged to have something more than relief committees, because the county council could not do it through one or more committees. You would have to have local committees. We tried to devise a scheme when I was at the Local Government Board for dealing with valuations in the counties. You know what a thorny subject that is, and the line we took there was the same sort of line. The idea was that the county council should be paramount; it should be the controlling authority and should issue regulations, but have subordinate committees to do the actual work. That, I think, you would have if you had any change in your Poor Law authority.

78633. You are clear in your mind that if there should be a central authority it should not be a new *ad hoc* authority?—No; do not let us have any more authorities.

78634. One little difficulty will have to be got over which perhaps did not at first occur to you. If these changes are made, probably there would be other reforms perhaps not very popular in the county. Do you think you could get a committee of the county council to carry them out as well as an *ad hoc* body?—I think they would do it. The unpopularity springs, as you know, not so much from the administrators themselves as from those who are supposed to serve the administrators. If you once get over that I do not think you would have any difficulty with the county council.

78635. I suppose you think of the objections to a double election, and the difficulty of finding suitable people?—Yes. Besides, why have a double election? You have got a county council which is elected to administer the affairs of the whole county; and if it can be shown that in any case the members of the county council are not sufficient for the purpose you can increase them. I do not think it could be shown in any of the ordinary counties—I do not know what would be the case, I am sure, in the populous parts of Yorkshire, the East Riding, or in Lancashire; but certainly in the ordinary agricultural county the county council has quite enough to do, but not too much.

78636. Is there anything in the work of the county council which would lead you to think that you would have any difficulty in getting people to perform it?—I have not met one yet; there may be one in the future, but I have never yet heard of any complaint. It does happen in this, as in many other cases, that the work falls into the hands of one or two people, partly from their own activity and partly from other people letting them do it; but I do not think there would be any difficulty generally.

78637. Assuming you were a Minister, and had to give effect to great changes in the direction I have indicated, you would prefer to trust those things to a county council rather than form a fresh authority?—I would.

*Mr. Alfred
G. Gardiner.*

15 Oct. 1907.

Distress in
West Ham
in winter of
1904.

Mr. ALFRED GEORGE GARDINER, called; and Examined.

78638. (*Chairman.*) You are the editor of the *Daily News*?—I am.

78639. You have been good enough to send us in a statement, which we will treat as your evidence in chief, if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

1. On December 21st, 1904, Mr. C. F. G. Masterman, now M.P. for West Ham (North), who had been for some days in close touch with the leaders of the unemployed and their friends, brought to the editor of the "*Daily News*" a letter signed by Councillors Hayday and Jones, in which it was stated that about 50,000 persons (men, women, and children) were suffering through lack of employment and that funds were instantly needed to deal with cases of extreme want and starvation. The letter also stated that the great demand was for work to enable the men to provide a living for their wives and children and that the committee was prepared to undertake the proper distribution of any subscriptions in money or clothes.

2. Our own diagnosis of the East End, conducted by a trusted and competent member of our staff, also convinced us of the urgency of the case.

3. The letter of Messrs. Hayday and Jones was printed in the "*Daily News*," together with our commissioner's account, and an editorial appeal for immediate help was made. The result was an immediate flow of money into this office and also to the address given by Messrs. Hayday and Jones.

4. It at once became necessary to form a representative committee to deal with subscriptions and organise their administration. The following was the *personnel* of the committee:—Councillor Hayday (chairman), Councillor Jack Jones, Mr. H. Cubbon, co-warden of Mansfield House University Settlement, Mr. Tarrant, West Ham Board of Guardians, Councillors Baldock and Hurry, of North-West Ham, with the Rev. George Hooper as treasurer.

5. When such relief as would safely tide the people over Christmas had been given, the need for continuous

Proper relief authority in rural districts.

Feasibility of county councils managing relief.

Origin of "*Daily News*" Fund.

Relief Committee.

Organisation for relief in West Ham. organisation was faced. Ward committees for investigating cases and administering relief were formed; all the clergy, ministers and members of public bodies were asked to join, and in a few days the whole of South-West Ham and (in some degree) North-West Ham were covered.

Contributions from "Daily News" readers. 6. The flow of contributions from "Daily News" readers was constant and liberal, rarely falling below £100 a day, and by the end of March a total of some £12,000 was collected, together with several thousand pounds' worth of goods.

Chief works. 7. The chief object of the committee was to administer relief in the form of wages. The first success was in placing twenty-five men at the Abbey Mills, Stratford. A week later we had 150 at work on the recreation ground at West Ham. Afterwards we induced the Epping Forest Commissioners to allow us to level a large portion of Chingford Plain, then lying in ridge and furrow, but now a smooth playing ground. Other work included the making of an open-air swimming bath and the painting and decoration of the West Ham Hospital. Altogether, some £7,000 was paid out in wages.

8. In every case the wages were undertaken by the committee, those who were to benefit by the work finding tools and appliances.

9. Premises were hired in Barking Road for a clothing store administered by a committee of ladies. Here nearly 150,000 articles of clothing sent by our readers were distributed.

Operation and results of the chief works. 10. The work on the whole was very satisfactorily done, though necessarily at a considerably higher cost than if it had been done by expert labour under normal conditions. The administration of the relief we found very thoroughly and satisfactorily carried on. The sub-committees carefully investigated all cases submitted to them and limited relief to those who could establish, by residence and other circumstances, an honest claim to consideration.

Cost of administration. 11. The cost of administration was trifling. We were allowed a room at the Town Hall at Canning Town for the purpose of our work. The only charges were in connection with clerical assistance, and this was in the nature of relief, for we employed members of the unemployed class for the work.

Character of employment. 12. On the whole, we found that the men employed by us were honest and hard working. There were cases in which men complained of under-payment or other grievances, but, generally speaking, they were extremely grateful for the help given and honestly desirous of work.

Rate of remuneration. 13. As far as possible we adhered to trade union rates of pay. This was objected to in some quarters, especially by the Epping Forest Commissioners, but we are convinced that, especially in view of the circumstances, we took the right course in the matter. It must be remembered that consecutive employment for a considerable period was not possible, as there were so many claimants for work that it was necessary to alternate their employment. This, it will be seen, was a further reason for observing an adequate rate of payment.

Result of "Daily News" fund. 78640. (Chairman.) We are anxious to get the opinion of those who have been connected with the administration of funds that have been raised by newspapers. I think your statement is a very clear one. You, on the whole, think that the result of raising this fund was beneficial, not only in its immediate purpose, but also in its ultimate purpose?—I think it was beneficial in the sense that it saved many people who were in very serious distress from becoming paupers, and prevented them drifting into that position from which it is very difficult to get them out when once they have got into it.

Form of relief given. 78641. You did not give out doles, practically the money was all given in the shape either of wages or of clothing?—We gave out some money, but the bulk of it was in wages. The actual amount paid in wages was over £7,000. £7,000 of the £12,000 raised went in wages; the rest went chiefly in the form of food which was purchased by the committee.

Personnel of committee. "Daily News" fund. 78642. Your committee was constituted as you mention, and it was practically independent. The great majority of the members were quite independent of the *Daily News*?—They had nothing whatever to do with the *Daily News*.

78643. You say you put twenty-five people at the Abbey Mills; were they there long, do you know?—*Mr. Alfred G. Gardiner.* May I tell you how we employed the people?

15 Oct. 1907. Employment relief given. 78644. If you please?—We actually employed at one time or another 5,090 people, but, of course, the time they were employed varied very much, and none of them were employed continuously—that is, we took a certain group and gave them two days' work in the week, and then the work the next two days was allotted to other men, and so on, so that it is quite impossible to say how many men we employed continuously, but actually 5,090 were employed at the rate of about one or two days a week. We sent twenty-five to the Abbey Mills at first; their places would be taken later on by twenty-five others, and so on. Then our next work, I think, was in connection with the Epping Forest Commissioners, whom we approached. We found, I may say, a very great deal of difficulty in getting work. We wanted to find work which would not interfere with the normal process of trade, which would be at the same time advantageous to the public, and we had a good deal of difficulty in finding that sort of work. The Epping Forest Commissioners were contemplating at that time levelling Chingford Plain, which was then in ridges. We did the work for them; we provided the labour, that is, and they provided the tools and implements. Then the council of West Ham allowed us to level playgrounds and do work in the recreation grounds and parks that needed to be done. For example, we made an open-air bath, which was one of the most costly and one of the most valuable things we did, I think, and also we painted and decorated the West Ham hospital. The costs of those works were: At Chingford Plain we spent £959 in labour; at Wanstead Flats we spent £66; at the Abbey Mills (which was the making of an embankment or road which had fallen down and was greatly used by the public, and which it was no one's duty to repair), we spent £442. The decorating and painting of the West Ham hospital cost £656, and our work in the West Ham parks and recreation grounds, including the making of an open-air bath, and so on, was £4,946, making a total of £7,072.

78645. What you generally had in view was to take up Kind of work which would not take away employment from work the neighbourhood?—Quite so. provided.

78646. The West Ham Hospital was rather an exception to that?—Yes, I think that was the last work that we undertook.

78647. Because that seems to me rather to be a class of work which otherwise would have been done?—It would have been done, but in that case it was able to be done by actual workmen who were out of employ, painters and decorators who were unemployed.

78648. By skilled workmen?—Yes. The other work was, of course, unskilled.

78649. Did you get an analysis from the committee of what the status of the persons employed was; were they persons who were generally in regular employment, or were they mostly people whose employment was very intermittent or casual?—Generally speaking the labour down there is not of a permanent kind, it is intermittent. The dock labour and that sort of thing is very casual, but the people generally were of a very reputable type and we only relieved those who had been resident in the district for a certain time, I think it was six months.

78650. Did you get any from Canning Town?—They were from Canning Town chiefly.

78651. Allegations have been made that a certain considerable portion of the persons who avail themselves of these funds are almost of the class, if not the same, as those who get Poor Law relief?—I do not think it was so in our case. It was not our experience. We went very closely into every case that we relieved. In addition to the central committee, we had a committee for every ward in the town, a separate committee, and every case relieved was visited. In all there were 5,700 families visited by the separate committees, who sent their recommendations to the central committee.

78652. Was there a house visitation?—Yes.

Mr. Alfred G. Gardiner. 78653. How long did operations last; just during the winter?—We opened the fund on December 21st, 1904, and we continued our work until the end of March, 1905.

15 Oct., 1907.

Effects of the assistance from "Daily News" fund.

78654. Were you able afterwards to trace the results of this assistance. Did persons who were so helped get regular employment afterwards, and were they able to keep themselves off the poor rates?—I think so. That was the general experience that we had that one by one they drifted off our hands, and as employment increased and the weather improved they found more or less sufficient employment.

78655. I think it is pretty clear that if a fund of this sort only gives very temporary assistance to persons in a congested district, to persons who are almost in a chronic state of destitution, it does not do much good?—It enables them to live.

78656. They can, of course, get assistance from the Poor Law?—Quite so, with the loss of citizenship.

78657. If on the other hand it enables them not only to live, but to tide over the difficulty, and to get employment afterwards, of course the assistance is very valuable. I think the assistance you gave here comes into that second category?—I think so certainly.

Result of paying trade union wage to men employed by "Daily News" fund.

78658. You gave trade union wages?—Yes, as far as possible.

78659. In the last paragraph you say one reason for doing that was that the persons you employed got not consecutive employment but only so many days in the week?—Yes.

78660. Would not the result be that as they were unskilled workmen and had been employed at trade union rates, really they would do considerably less work than an independent labourer outside who was put to the same class of work?—And who was familiar with the work, do you mean?

78661. Yes?—I have no doubt that is so: we were prepared to have a considerable wastage. We did not think that that could be avoided.

78662. It seems to me rather that that course may be open to the objection that it is rather an encouragement to the people to flock for that class of payment and employment than go and seek for work in the open market?—It might be open to that objection, but of course, it is not an encouragement to people to flock to it from outside because of the proscription with regard to residence. We decided that we would give the trade union wage to avoid any suggestion of sweating, or anything of that sort. We found it was the only clear course we could pursue with regard to a matter which was obviously a little difficult.

Condition of West Ham in 1904-5.

78663. You have been good enough to give evidence about the administration of the fund. Did you go down at all, and did you get any personal impression with regard to the question of unemployment in West Ham?—I was down there very frequently, and the unemployment at West Ham was quite obvious to anyone who went down there. It was obvious in the streets as well as from the statistics. It was stated that there were 10,000 families who were in a condition of unemployment and destitution, and I should think that that statement did not seriously exaggerate the fact.

Normal condition of West Ham.

78664. What was your idea about the normal condition this was rather abnormal?—It was abnormal, but the normal condition in West Ham and Canning Town, I should say, is that there is a large measure of unemployment owing to the fluctuating condition of the work there. The dock work is naturally very casual, and then the mechanical means of unloading has also lowered the demand for actual labour, and further while the total trade of the docks has increased, much of it has drifted to the Tilbury Docks. Then, of course, the failure of shipbuilding on the Thames has had a very important bearing on the conditions in the district which was built in a very mushroom manner years ago, and is now left with less labour than that under the influence of which it was built, one effect of which is an enormous depreciation of property, and practically the entire collapse of the building trade, which tends to increase the normal condition of unemployment.

78665. That I understand comes from the building having been pushed to an excessive point?—Quite so.

78666. I suppose the condition of that neighbourhood is that there is a congested mass of very low grade life?—Yes.

78667. Should you think in normal years there would be a majority who are always on the border of destitution?—Yes, I should think that is quite an exceptional district.

78668. (*Mr. Russell Wakefield.*) The painting of the hospital, I assume, was not done by two-day shifts?—It was done by competent workmen who were unemployed. Relief work of "Daily News" fund.

78669. Were they employed the whole time?—Yes.

78670. I presume that the other plan was only adopted because of the excessive number to be relieved; you thought you would do something for each?—Yes.

78671. You do not regard that as a satisfactory method?—No, certainly not, it increases the wastage, undoubtedly.

78672. You were driven to it. You wanted to do a little for a great many?—That is so.

78673. (*Mrs. Webb.*) With regard to the trade union rates, you say in one part of your Statement that the Epping Forest Commissioners objected to them. What were those trade union rates? The work was digging, was it not?—Yes, it would be digging. I forget the amount that we arranged, but I think it was 8d. or 9d. an hour. Rate of wages paid for Chingford work.

78674. There is no trade union rate for digging, because there is no trade union of diggers, so to speak. What should you call the trade union rate; how did you fix it?—In that case I am afraid I could not say precisely what the basis of the amount was.

78675. (*Mr. Lansbury.*) Might I suggest that you had as your chairman one of the officials of the Gasworkers' Union, and one of the prominent members was a member?—Yes, I remember it was the General Labourers' rate.

78676. Are you sure it was 8d.?—I am not sure.

78677. I believe it was 6½d., but I am not sure?—My impression is it was 8d.

78678. (*Professor Smart.*) There was another fund "Daily raised the previous year by the *Daily Telegraph*, was there not?—The *Daily Telegraph* raised a fund in the same year, but they applied it purely in the form of direct relief, and also for emigration purposes. Telegraph fund.

78679. You did not co-operate at all with them?—Not at all.

78680. At the same time the Mansion House Fund was being administered in London proper?—Yes. Relations of "Daily News" fund with Mansion House Committee.

78681. Did you co-operate with them?—We approached the Mansion House Fund chiefly with a view of getting suitable work. We met Mr. Russell Wakefield on that occasion, I remember.

78682. Do you know if they approved of your methods at all?—I do not know that they disapproved of them. As far as possible we were working in sympathy with the committee.

78683. You never heard them use the words "with disastrous results"?—Never.

78684. Your peculiarity was paying trade union wages, and you say this was objected to by the Commissioners? On what ground did the Commissioners object?—Much on the ground that the chairman has put to-day, that this being casual work, and obviously work which was not economically sound, we should not pay the standard rate of wages, but we pointed out the difficulty of going below that standard, and the suggestions it would lay us open to, and not having to bear the burden themselves, they agreed that we might do so. Objection of Epping Forest Commissioners to wages paid by "Daily News" fund.

78685. But their objection was the attractive character of your work compared to other work?—Yes, that was generally it.

78686. Do I understand that usually you gave the men only one or two days a week?—Very seldom more than two days a week.

78687. That would give them a very small amount, not sufficient for relief even?—It was more than we should have paid them in the ordinary way without labour.

Inquiries by
Daily
News in
West Ham.

78688. (*Dr. Downes.*) In Paragraph 2 of your statement you say you made some inquiry by your own staff. How long did that inquiry take?—That practically continued throughout the distress and throughout the administration. We had two men down there for a time, and throughout the time we had one, Mr. Copping, who was visiting the homes daily. The results of his visits were published in the form of articles, and they appear now in the form of a book which is called "Pictures of Poverty."

78689. (*Mr. Loch.*) With regard to the inquiries, did you find out who was helping in the district besides yourself?—Yes. Our committee was quite in sympathy and in touch with all the other bodies; it consisted, as I think I say here, of members of all the public bodies.

78690. The ward committee?—The central committee.

78691. I am thinking of the ward committees, which would be the committees of distribution?—Yes.

78692. Upon those ward committees were the clergy acting?—Yes.

78693. A great deal of money, it is said, was flowing into West Ham at that time?—Yes.

78694. Did you come across any of the flow, apart from your own current?—No. I think the suggestion that there was any sort of abuse applied rather just before Christmas, when the thing was at its height, and the emotions of the people were naturally a little bit sensitive; some of the money was perhaps distributed with some want of regard. I do not think that applies to the administration of our fund, but it may have applied to the administration of one other, which was very temporary, and disappeared immediately after Christmas. It was I think administered with a certain amount of generosity, but little care.

78695. Did you also take notice of what the Poor Law people were giving in outdoor relief?—We were kept in touch with the Poor Law, because we had the guardians on our committee.

78696. When you made investigation you had forms?—Yes.

78697. Was it stated on the forms what the Poor Law was giving?—I could not say that.

78698. Have you any theory as to what is the right course for voluntary newspaper charity to adopt in a

time of emergency in relation to the existing authorities? —I think certainly it should work through the existing authorities and in association with them as far as possible, and in this case, of course, we approached all the members of the board of guardians and sought first of all to get them in touch with our movement, and also the mayor and corporation.

78699. Would your idea be that it should rather strengthen existing authorities than form new nuclei for relief administration?—Certainly, it should be administered with regard to the nature of the other and permanent forms of relief, and should only be supplementary to those forms.

78700. Did you refer cases to the board of guardians amongst those you came across?—I could not answer that.

78701. Taking a future year in which there might be excitement and possibly the newspapers might intervene, do you think there is any possibility of coming to an understanding generally, on the side of the Press, as to what is to be done?—It is quite clear that one or two of the newspapers, if they poured their funds into a district might spoil the organisation?—I should be very anxious, and was very anxious then, not to thrust a stick, as it were, into existing machinery. We had been appealed to for several weeks in this matter. It was only when the appeal became so urgent and seemed to us irresistible, that we agreed to go into the work, because, as you may know, we had a fund some two years before, and my experience of that was not such as to make me desire to enter into another enterprise of the same kind, but here there seemed no alternative, and, using the experience of two years before, we endeavoured to place the thing from the beginning on such a basis as would prevent anything like abuse of the administration.

78702. Do you think it is at all possible to have a concerted consideration of this matter by the Press?—It was very difficult. I endeavoured to arrange such a concerted system. I approached another paper which was organising a permanent relief. One, the one to which I referred, was quite a temporary one, the one which I think was abused to some extent, but the other, the "Telegraph" fund, had elements of permanency in it, and I approached them with a view to common action, but they were not disposed to do that, and it fell through. They had their own ideas in view.

*Mr. Alfred
G. Gardiner.*
15 Oct., 1907.
Desirability
of newspaper
charities
working
with
existing
authorities.

ONE HUNDRED AND TWENTY-FIFTH DAY.

Monday, 21st, October 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT:

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP of ROSS.
Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

*Mr. William
Amyas
Bailward.*
21 Oct. 1907.

Mr. WILLIAM AMYAS BAILWARD, called; and Examined.

78703. (*Chairman.*) I believe you are a member of the Central Unemployed Body for London, a member of the Bethnal Green Board of Guardians, and Chairman of the Bethnal Green Committee of the Charity Organisation Society?—Yes.

78704. And you have prepared a statement which we may accept as your evidence-in-chief?—Yes. (*The Witness handed in the following Statement.*)

1. Though the Royal Commission have done me the honour of inviting me to make a statement upon this

Mr. William
Amyas
Bailward.

21 Oct. 1907.

Experience
of witness
during first
twenty-one
years.

question, I cannot claim to speak with especial authority upon it. I have never considered it apart from the general question of the relief of distress; neither have I, like so many others, visited foreign labour colonies or taken part in the administration of special relief funds. What knowledge I have of the subject I have picked up during twenty-one years as honorary secretary and (later) chairman of the Bethnal Green Committee of the Charity Organisation Society. I have also for about sixteen years been a guardian for the same parish, and was for many years a constant attendant at relief boards and committees. I was also for some years chairman of the "Settlement Committee" of the guardians, a committee which has the duty of examining fortnightly the fresh admissions to the workhouse and infirmary, and in these various capacities I have had the opportunity of watching the history and developments of a very large number of cases of distress, including many of distress from want of employment. I have also kept notes and memoranda of my experience.

Local
Authorities
and provision
of work for
unemployed
previous to
Unemployed
Workmen
Act.

2. During these years I have also seen a good deal of the attempts made by local authorities to provide work for the unemployed before the "Unemployed Workmen Act." The Bethnal Green Vestry opened their labour bureau in 1892, in consequence of the re-issue by the Local Government Board of the Circular of 1886. In 1893 I obtained figures from the district surveyor showing that 10,526 days' work was given to 752 men in 1892, and 4,954 days' work to 815 in 1893. More than one-third of those who applied in 1893 had also applied in 1892. The cost for 1893 was put at about £4,900, and as the work has been going on ever since in a greater or less degree, it is obvious that the total cost must have been considerable. The work was of the nature which is now so familiar, chiefly odd days of road sweeping, etc., the horse brooms having been taken off. Attempts were made from time to time to employ the unemployed at the ordinary work of the vestry, but always at a heavy loss. There was much talk also of whitewashing railway arches, laying out recreation grounds, painting town halls; but it was soon found that such work is subject to very narrow limitations, and the usual work was "broom and shovel." It was, of course, totally inadequate: in 1895, a letter to a local paper put it at one day in three weeks. Still, as the "trade union" rate was paid, it passed muster. The natural result was that before long "a day from the vestry" came to be looked upon as a matter of right and its refusal as an injustice. Crowds gathered round the vestry every winter waiting for work and gradually losing their hold upon the open labour market. At a meeting of the vestry in 1895, a young man complained that "he had been up every day for ten weeks, but had not been taken on once," and he was one of many. Almost every man capable of work who applied to the Charity Organisation Society or the guardians had had one or more days from the vestry, and a generation has grown up which has learnt to look upon it as a right. Our workhouse was also in those days pretty full of able-bodied men, some of whom went out occasionally for a day's road sweeping and then came in again. A considerable amount of outdoor relief to the able-bodied was also given by way of "interim relief" till the board met, or on the ground of "sudden and urgent necessity." But the relief work of the vestry was quite as much out-relief as that granted by the guardians. We had in those years many deputations of the unemployed to the board of guardians; in one winter they were continuous for several weeks. These deputations complained as a rule of the insufficiency of the work provided by the vestry and of its degrading nature, and they usually pressed the guardians to give outdoor relief. The action of the guardians was largely determined by the size of the deputation and the strength of its language. Speaking generally, the guardians referred the men to the vestry and the vestry referred them to the guardians, and the unemployed were "shuttle-cocked" between the two authorities, which was the natural result of having two public bodies to deal with the same question. I have throughout watched the conditions prevailing in other parts of London and they were very similar. The pressure upon local authorities was acute. Meetings were being held on Tower Hill, which adjourned to visit various town halls and guardians' offices. Shoreditch Town Hall was at one time in a state of siege and the vestry communicated their decision to the deputation by a resolution wrapped

round a stone and thrown out of window. In Bethnal Green we had on one occasion 300 men in the waiting hall and hastily rescinded a resolution when their leader (Mr. "Jack" Williams) threatened to bring them into the board room. Pressure of this kind has always to be reckoned with and becomes especially acute when the duty of providing work for the unemployed is thrown upon local bodies directly or indirectly elected.

3. In 1903 and 1904 we had the Mansion House Committee, which was followed in 1904-5 by Mr. Long's scheme. I attended meetings at the Local Government Board and at Clerkenwell when Mr. Long put forward his scheme. We had then the first intimation that "permanent machinery" was to be created to deal with a question which had hitherto been considered as exceptional, a new and very important departure. Mr. Long, however, was very emphatic that the machinery was only intended to be used in times of pressure and that under no conditions could money be granted from the Imperial Exchequer. In 1905-6 the principles of Mr. Long's scheme were embodied in the Unemployed Workmen Act, of which we have now had about eighteen months' experience. The operation of the Act and of Mr. Long's scheme are identical for all practical purposes.

4. The Unemployed Workmen's Act was passed almost unanimously. Mr. Gerald Balfour assured the handful of members who opposed the Bill that the restrictions and limitations contained in it would be a sufficient safeguard. One of them expressed a doubt as to the wisdom of passing a Bill requiring so many safeguards. The Act was mainly promoted by a small number of distinguished persons who thought they saw in it the means of assisting the better class of workman "usually in regular employment, but exceptionally unemployed," in order "to prevent physical and moral deterioration." All the machinery of investigation and selection was intended for that purpose.

5. The Act has been in operation for about eighteen months. Already a large number of the restrictions and limitations that were most insisted upon at the outset have been thrown overboard and others are sure to follow. First the record paper was relaxed, then the restriction as to the receipt of Poor Law relief, then the condition as to the payment of a lower wage rate, though by a sort of compromise rather less than a full week's work was given. Next, in spite of Mr. Long's declaration in 1904, £200,000 has been granted from the Treasury and the principle of such grants accepted. The benefits of the Act have been extended to others than those for whom it was originally intended, for the simple reason that very few of those for whom the Act was intended applied. More recently the words "wives and children under fourteen" has been interpreted to include children over fourteen, not able to work, parents, and even sisters. From all this it appears clear that when once the principle of providing work has been accepted there is no limit to its extension. The Trades Union Congress tells us that "the fringe of the question has not yet been touched."

6. I was a member of the Joint Committee for Bethnal Green under Mr. Long's scheme, and am now a member of the Distress Committee. It appears to me that these committees, as constituted, are quite unsuited for the work which has been imposed upon them, and that even if they were not so the work has inherent difficulties which it is impossible to meet satisfactorily. In the first place the work of investigation is absolutely uncongenial and even repugnant to a large number of their members, who look on it as "inquisitorial." There is neither uniformity of action nor unity of purpose, the personnel is constantly changing, and there is no stability. To quote the words of a recent report issued by the Central Body, "Distress Committees still vary in thoroughness and even in action . . . owing to conflicting opinions as to the legitimacy of claims for assistance." The investigation, such as it is, is only enforced by strong pressure from the least popular committee of the Central Body, and only rendered possible at all by the presence upon distress committees of a small number of people whose presence is often strongly resented. The inherent difficulties of the investigation of a large number of cases in a shifting urban population are obvious. The difficulty of arriving at the facts, the large number of "borderland cases," the want of a common standard of decision, all tend to make a judicial decision almost impossible. The

Mr. Long's
Scheme
1904-5.

Unemployed
Workmen
Act; its
origin.

Relaxation
restrictions
and limita-
tions in the
Unemployed
Workmen
Act.

Objections
Distress
Committee

Select Committees of 1895-6 pointed out these difficulties, and their anticipations have been fully realised. Investigation, unless it gets at the truth, is worse than useless, both because it causes needless irritation and because it has a sort of plausibility which disguises the real issues.

7. We found in Bethnal Green in 1905-6, and 1906-7, that the vast majority of our applicants were those "who for years past had only been accustomed to casual work," and that "all we could do was to offer them further casual work." None belonged to a trade union or friendly society. In fact, they were exactly the same class, perhaps in some cases the same people, who had had "a day's work from the vestry" ten years previously. More than half those who registered in 1906-7 had been on the register in previous years; 22 per cent. of those who registered in 1905-6 re-applied in 1906-7. In both years attention is called to the effect of "provided work" upon the employed workman. "The number of regular workers had to be reduced."

8. The central difficulty of the position has, however, been to provide work which, to quote the words of the Circular of 1886, "all can perform, whatever their previous avocations, and which will not compete with labourers already in employment." Local bodies have been racking their brains to devise such work since 1886 without success, but of course the difficulty is a much older one. The Central Body has been no more successful in solving it than its predecessors. Hardly a meeting has passed of late without a protest from some district against the insufficiency of the work provided, and the complaints are loud within the Central Body itself. The agenda for May 3rd this year shows that work has been provided for 2,911 out of 27,816 registered. Various schemes of work have been entrusted to the Central Body by the Board of Works, London County Council, and others. It has all been done at a heavy loss and at the expense of the efficient workman in the open labour market. It may be said that some of the work is work which would not have been undertaken in the ordinary course, *e.g.*, the construction of bathing ponds, and the laying out of golf courses, but such work, apart from the fact of its necessary limitations and of its doubtful economic value, would have been better done by the ordinary labourer, and would have been equally effective as relief work. At Farnbridge an experiment has been made in the "reclamation of foreshores," which commercial enterprise has not thought it worth while to attempt. The cost was originally estimated at, I believe, about £8,000. It now exceeds £20,000. The land reclaimed is valued at £800. I believe that the attempt by the State to provide work in ordinary times is a fatal expedient, but I also believe that, if it is to be done at all, it had better be done through the ordinary labour market which constitutes a far better test of "industrial efficiency" than the cumbersome and expensive paraphernalia of the Act, and which is far less wasteful and demoralising.

9. Emigration is the one remedy for distress from want of employment, as to the efficacy of which I have no doubts. During twenty years I have seen a large number of cases of men who have been dragging on here in decaying trades with the gloomiest prospects for themselves and their families. I have read their letters later from Canada or other colonies, full of hope and enthusiasm, advising others to follow in their footsteps. I have never known of a failure where the right people have been emigrated. They need not be, and indeed are not as a rule, of the first class of industrial efficiency, but are usually those who have been the first to be crowded out of the English labour market. But there is plenty of room for them abroad, where they help to build up the empire. I have also seen something of emigration in Norway, where it is almost automatic, those who go first sending for their friends. I should like to see the same in this country.

10. Of labour bureaux in England it is too early to speak, but since reading the Report of the Board of Trade of 1904 I have wished to see the experiment made, and it has my cordial sympathy as a step in the direction of the better organisation of labour. The dangers to be avoided are congestion at certain points and the suggestion that registration implies the provision of work. Much will depend upon the tact and judgment of the managers of the bureaux.

11. Of labour colonies abroad I have already said that I know nothing from personal observation. What I have read inclines me to believe that they are "colonies of social wreckage, not colonies of unemployed" (Board of Trade Report, 1893), and that their reformatory influence is very small. The conditions abroad are of course very different because there they have no workhouse system similar to ours. I have, however, to some extent watched the operation of labour colonies in England in connection with my own work and have visited some of them. So far as I can see, though our experience of them, except in the case of Hadleigh, is too short to justify any dogmatic conclusions concerning them, the tendency would appear to be in the direction indicated by the Reports of the Board of Trade of 1893 and 1904. In or about 1895, when our workhouse in Bethnal Green was full of able-bodied men, we passed almost all of them through the Salvation Army colony at Hadleigh and some of its other workshops. I am unable to point to a case of real reclamation or reinstatement in the labour market. I know that most of them returned to the workhouse. Many other boards of guardians had similar experience at the time, and yet the managers of the Hadleigh Colony were certainly neither wanting in ability nor in enthusiasm for their task. More recently we have seen numerous instances of men who have been in other labour colonies applying again for relief within a short period. In April, 1904, 150 men who had been at Osea Island and elsewhere, under the Mansion House Fund, applied immediately afterwards to the magistrate at Worship Street, representing themselves to be destitute. Probably every board of guardians has had applications from men recently returned from labour colonies. I know that we have had such in Bethnal Green. We had, on May 24th this year, an applicant to the Bethnal Green Charity Organisation Society who had been at Hadleigh, Chingford, Finsbury Park, and with the Church Army. On June 7th, one who had just returned from Hollesley Bay. It is plain that in many cases the stay in a colony is only a dole of work.

12. Whilst a member of the Distress Committee I have noticed some change in the attitude of the men towards colony work. At first they resented discipline, and from time to time mutinied and left the various colonies in batches. Later, I observed that they expressed themselves as "perfectly satisfied" with colony treatment and have asked to be sent back again when their time has expired. Already, within the short experience we have had, there are many men who have been to various colonies in successive years. There is a danger that we may be making a new class of vagrant analogous to the "kolonie bummler," well known in Germany.

13. The success of the colonies as training grounds for agricultural work is open to question. So far as I can see the training and reformatory influence of Hadleigh, which has been in existence more than twenty years, has not been very remarkable. Most of the men are beyond the age at which it is reasonable to expect that such a change of life can be expected. The agriculturist must be "caught young." Apart from that there is a flavour of artificiality and institutionalism about these colonies which is not calculated to develop individual initiative and responsibility. It is also very doubtful whether the Central Unemployed Body is well qualified for the business management of colonies and schemes of work. Most of the members are too busy to undertake, weekly, long journeys into the country, and the management drifts into the hands of a few. I have only once attended a "rota committee," but upon that occasion there were only two other members present, one of whom, was a clergyman, the other a gentleman who had, I believe, been in the Royal Artillery. I am sure that neither of us knew much about agriculture or estate management.

14. Distress from want of employment would appear to be due to a multiplicity of causes and there is no one remedy. The chief cause, as recent experience has shown, is the growth of the casual and underemployed class, and that is, in my opinion, due primarily to the Circular of 1886 and the policy which has been adopted in consequence of it, of which the Unemployed Workmen Act is the latest development. The first thing necessary is, I believe, to reverse that policy and to return to the principles laid down by the Royal Commission of 1834.

Mr. William
Amyas
Bailward.
21 Oct. 1907.
Labour
colonies.

Changed
attitude of
men towards
colony work

Labour
colonies as
training
grounds for
agricultur-
ists.

Question
whether
Central (Un-
employed)
Body is
competent to
manage
colonies.

Causes of and
remedies for
unemploy-
ment.

Industrial
character of
unemployed
in Bethnal
Green.

Difficulty of
providing
suitable
work.

Bad results
of provision
of work
under Unem-
ployed Work-
men Act.

Emigration
as a remedy
for unemploy-
ment.

Labour
exchanges.

Mr. William
Amyas
Bailward.

21 Oct. 1907.

Treatment of
able-bodied
by guardians.

Fact that
better class
do not enter
workhouse or
apply for
employment
relief is a
healthy sign.

Danger of
providing
work.

There are, of course, many other contributory causes, such as charitable doles of work, shelters, free meals, and the like, which supplement the doles of work provided by the State and odd jobs in the labour market, and make casual labour possible. The hard-and-fast rule of a minimum wage which is in operation in so many trades and the Workmen's Compensation Act are driving the less efficient, for whom at one time there was a corner somewhere, out of the labour market altogether. The increasing burden of rates and taxes, industrial unrest and uncertainty as to the future, are preventing the initiation of new enterprises and the extension of old ones. For some of these causes it may be possible to find a remedy. For others there is probably no remedy but the law of reaction.

15. Though I believe that the retention of the workhouse test is absolutely essential as a check upon the growth of the casual class, I believe also that it is the duty of boards of guardians to spare no pains to get any man who has come into the workhouse exceptionally, and who is really able and anxious to work, back into the labour market. The number of those fulfilling these conditions who have come into our workhouse whilst I have been a guardian has been extremely small, but we have almost always been successful in getting them out into the world again. We give everyone a chance, till we have assured ourselves that it is of no use and no one can say that he is "done for," because he has come into our workhouse. I know that many other boards of guardians do the same. The discriminating, and at the same time sympathetic, treatment of the able-bodied who have come into the workhouse appears to me to be a matter of great importance both with a view to the prevention of the pauper habit and to reinstating the more hopeful cases in the labour market. There must be great difference in the methods of guardians in this respect, otherwise it is impossible to account for the fact that whilst in some unions of late the workhouses have been filled to overflowing with able-bodied men, in others there has been no such difficulty. In 1904, when Mr. Long put forward his scheme, we had only about thirty classified as able-bodied in our workhouse and of these not more than six could really be considered as such. In 1905-6 the Report of the Settlement Committee says:—"During the period of distress through 'unemployment' twelve able-bodied men only entered the workhouse. This shows that the policy of the board in dealing with the unemployed did not lead to the breaking up of homes or the driving of men to the workhouse. The numbers of strictly able-bodied men in the workhouse during the winter were as follows:—November 1st, 1905, five; December 1st, eight; January 1st, 1906, eight; February 1st, five; March 1st, six." In former years before we started that committee, we had ourselves great difficulty owing to the number of the able-bodied.

16. I believe it to be a healthy sign that so few of the able-bodied of good industrial and general character come into our workhouse. I am told that in some unions a better class of man is beginning to use the workhouse, which, perhaps, accounts for the difficulty and overcrowding experienced there. This, if it is the case, appears to me to be a deplorable fact which can only be accounted for by methods of administration.

17. So, too, with the relief work provided during the last few winters. There is a tendency to deplore the fact that the best men do not apply for it. I believe that also to be a healthy sign, but I fear that before long their reluctance will be overcome; indeed, there are signs of it already. I am told that in West Ham, where for ten years or more there has been an epidemic of relief of all kinds, the better class of labourer is now applying in considerable numbers to the Distress Committee.

18. The object of the promoters of the Mansion House Fund of 1903-4, and of the legislation which has followed it, was to help the better class of workman "to tide over a bad season and save him from degradation." They were, however, aware that there is "an opposite but not less real form of degradation; the loss of self-reliance and the expectation and desire that similar special work will be provided for them in future" (Report, p. 102). Three years' experience seems to show that the dole of work, even if it lasts for sixteen weeks, is of little permanent benefit and that there is a grave danger of degrading a class of man who has hitherto kept clear of relief of all kinds.

19. Periods of unemployment are incidental to all trades and professions. The only satisfactory solution is that men should be paid such remuneration whilst at work as will enable them to provide against times of slackness, and that they should so provide, and this applies to those who work with their hands quite as much as to those who work with their brains. But State relief-works, if they are to be a normal condition in our social economy, will indefinitely postpone any such solution.

20. The evolution of the question has been rapid and startling. The promoters of the Mansion House scheme expressly intimated in their Report that the scheme was intended for periods of exceptional distress only. Next Mr. Long provided "permanent machinery," still only to be used on exceptional occasions. The Unemployed Workmen Act has given statutory sanction to the scheme, and now no one dreams but that it will be used every winter. Again, the Mansion House scheme was purely voluntary. Mr. Long drew upon the rates "for machinery only"; everything else was to be provided by voluntary subscriptions. The principle of voluntary contributions has now broken down, as it was from the first obvious that it must do, and that of contribution by the Imperial exchequer recognised.

21. Opinion upon the question may be divided into three categories. Some think that the State should never undertake to provide work for the unemployed except in times of undoubted crisis, others that the State should provide such work at all times. The third party believe that there is a half-way house between these opinions and have endeavoured to find it in the "Unemployed Workmen Act." They cannot be said to have been successful.

22. I have no remedy to propose except that we should cease from doing that which I believe to be the chief cause of the evil. I see no object in duplicating our workhouse system by a system of labour colonies adopted from abroad, where the conditions are very different, and where these colonies have been very doubtfully successful. I think, however, that there is room for improvement in our methods of dealing with the able-bodied in workhouses upon the lines I have already indicated. We have already provision under the law for the "detention" or, in other words, the imprisonment of the habitual rogue and vagabond. The main difficulty experienced by boards of guardians hitherto has been to secure the enforcement of the law. I am in agreement with those who have suggested that something might be done in the direction of the better organisation of casual labour upon the lines adopted by the dock companies in 1894, and also with those who urge that the industrial training of the young is a matter of supreme importance. This last question, however, I believe, depends chiefly upon the growth of the sense of responsibility in parents for the future of their children, a sense which can never be highly developed in a pauperised and dependent class. Finally, I believe that the rigidity of our educational methods is a matter for serious consideration. As a manager for many years of a Poor Law school I have come across many cases of children who have had to be kept on at school when they have been doing no good there, and when they would have been far better in the field or the workshop—a very unwholesome condition at a critical age. For palliatives we must look in different directions. Emigration I believe to be the most effective of these. There are also many remedial forces in society which act almost automatically in the mitigation of suffering—the forces of human sympathy and sense of duty which abound on all sides. Finally, at the back of all we have the Poor Law, which provides the necessities of life for everyone who asks for them, which is deterrent, as it is intended to be, but which may always be tempered by the adoption of the "modified workhouse test."

In supplementation of my statement I enclose a table (See Appendix No. LXXXVIII (A)) showing the subsequent applications to the board of guardians made by those, who had received work under Mr. Long's scheme and the Unemployed Workmen Act. The superintendent relieving officer informs me that of 437 cases assisted by the Distress Committee, 234 were already known to the guardians, or about 54 per cent. Of the 234, eighty-one again resorted to the Poor Law. I find that in many cases, the men did not stay their full time at the work, either being returned as un-

Proper
method of
providing
against un-
employment.

Evolution of
ideas in
regard to
provision of
relief.

Different
opinions on
State relief of
unemployed.

Remedies.

suitable, or not finding the work to their taste. Several of them had been in prison for various offences.

78705. (*Chairman.*) I understand you have had very considerable experience in Poor Law work as well as in work connected with the unemployed?—In Poor Law work, certainly, but not so much in work connected with the unemployed.

78706. Your experience has been in connection with Bethnal Green?—Yes.

78707. The Bethnal Green Union is one that restricts outdoor relief, I understand?—It restricts it, but it has not done away with it. They still administer a certain amount of outdoor relief in Bethnal Green.

78708. Under the old system, which you describe in your statement, of the attempts made by local authorities to provide work for the unemployed, the result was very unsatisfactory, according to your judgment, and a good deal of pressure, you might almost say intimidation, was from time to time exercised upon the authorities?—That, I think, is true.

78709. The old system, as you, I think, describe it, resulted in the unemployed being shuttle cocked between two authorities?—Yes, that is so.

78710. As regards the scheme of Mr. Long's, your comment on it is that, first, it was put forward to attain a certain object in connection with a certain class of persons, and secondly, that the Act was subject to certain restrictions?—Yes.

78711. I understand your contention is, first, that it has not attained the object in view, and secondly, that the restrictions have, to a large extent, vanished?—That is so.

78712. Your experience is, that the better class of workmen usually in regular employment, but exceptionally unemployed, have not come forward and have not availed themselves in any appreciable numbers of the machinery of the Unemployed Workmen Act?—That is so in Bethnal Green, at all events.

78713. In Bethnal Green, you say?—Yes, and I think also in other places, judging from what I generally read in reports, and so forth.

78714. As regards the restrictions, there was first to be an investigation; that rule, you think, has been relaxed?—Certain questions were struck out of the Record Paper quite early in the day, I think.

78715. The next condition was that the payment should be at a lower wage-rate than that current or regulated or established by the trade unions; and that I understand you to say, has gone also?—I should say that the difficulty has been met by reducing the number of hours per week—or it may be said to have been met in that way.

78716. The pay has not been reduced or augmented, but the hours have been reduced?—Yes. I think I am right in saying that the pay is from 6d. to 7d. per hour, according to the nature of the work.

78717. Then the sum of £200,000 was granted from the Treasury, whereas originally it was intimated that no such help would be given?—That is so.

78718. Lastly, the words "wives and children under fourteen" have been interpreted to include children over fourteen?—If unable to work.

78719. Therefore, you would contend that the restrictions which were associated with the Act, and which rather facilitated its passage, have practically disappeared in practice?—I think that is so; that is my opinion, at any rate.

78720. In Bethnal Green the great majority of the applicants were persons who had been accustomed only to casual work, I think?—That is so.

78721. I gather from your statement that the applicants who came were very little different from those who applied to the Poor Law, though perhaps they were a little higher in the social scale?—I should say, generally speaking, that was so.

78722. That, generally speaking, they were the same?—Yes.

78723. As regards the nature of the work, I understand you find it very difficult to give work which all can perform, and which will not compete with labourers already in ordinary employment?—Yes.

78724. So far as you know, the work given, in your judgment, has been executed at heavy loss as compared with what it would have been done for if effected at contract prices or by the ordinary machinery of the open labour market?—That, I think, is admitted on all hands.

78725. On the other hand, you think that emigration has, so far as it has gone, been a benefit?—I am quite sure of that.

78726. Would you say that those who have emigrated are the pick, so to say, of the unemployed, or not?—I should say they were the pick of the unemployed, but not the pick of the labour market.

78727. Have you superintended the emigration operations at all?—I have had very little to do with them. I have seen a good deal of the emigration cases in another capacity—that is, as chairman of the Bethnal Green Committee of the Charity Organisation Society; but I am not on the Emigration Committee of the Central Unemployed Body or of the East End Body.

78728. Now turning to labour colonies, I see your experience of labour colonies is that they deal more with those who have been socially wrecked than with the unemployed?—That is not my experience; that is only a quotation from Reports of the Board of Trade for 1893 and 1904. The statement was first made in 1893, and was confirmed by the subsequent inquiry of 1904.

78729. Then this applied to foreign colonies, did it?—Yes, in the first instance. I am referring to foreign colonies there in Paragraph 11, and I say that I have known very little personally of the administration of the English colonies; I have had very little to do with the administration of them.

78730. But, so far as your experience goes, they have not been successful in dealing with the able-bodied men who passed out of the Bethnal Green Workhouse?—Well, I have seen of course the workmen on the other side, that is, I have seen a lot of the people who have been dealt with in these colonies and who have come back to the workhouse, and who have not been benefited in my opinion.

78731. The result has not, in your judgment, been ameliorative so far as regards the individual?—Not so far as I can see. That appears to me to be the tendency, though I think I say in my statement that the experience in England has been too short to justify any dogmatic conclusions concerning these colonies.

78732. You are doubtful about the efficacy of the training given in these colonies for agricultural work, I believe?—I am.

78733. On the ground that if you want an agriculturist, you must catch him young?—That is one reason; and also I say that I think the training in the colonies must necessarily be of too artificial a nature to be really of service.

78734. The distress for want of employment, you think, is largely due to the growth of the casual and under-employed class; should you say that that class has rather developed in recent years?—I should think so. It is very difficult to say, of course, but my experience, so far as it goes, would lead me to say so.

78735. Would you say that the condition of the lowest grade of unskilled labour has deteriorated, so far as you know, during the last fifteen or twenty years?—I should think it is very much the same in quality; it is a question of quantity rather than of quality.

78736. Should you say that the quantity has increased?—I should think the quantity has increased, but, of course, it is difficult to prove that.

78737. The numbers of the unemployed may have increased simply because the population has increased; but should you say that this class of work in which there is under-employment has increased proportionately or more than proportionately in comparison with other branches of employment?—It appears to me that mixed up with this question there is a great deal of the question of pauperism. I think that a very large amount of this under-employment is another form of pauperism, which has been created of late years by the policy which has been adopted.

78738. You think then that this tendency to under-employment has been rather encouraged by the policy adopted?—That is my very strong opinion.

Mr. William Amyas Bailward.

21 Oct. 1907.

Costliness of work done.

Value of emigration.

Foreign labour colonies.

Results of labour colonies in England.

Increase of casual labourers.

Unemployment increased by recent Poor Law policy.

Poor Law administration in Bethnal Green.

Old system of dealing with unemployed.

Unemployed Workmen Act, its shortcomings.

Character of applicants.

Practical abandonment of restrictions embodied in Unemployed Workmen Act.

Character of applicants to Distress Committee in Bethnal Green.

Difficulty of providing suitable work.

Mr. William
Amgas
Bailward.

78739. You are strong upon that point?—Yes, I am very strong upon that point.

78740. Then you think the hard-and-fast rule of a minimum wage and the Workmen's Compensation Act have had a tendency to drive more and more the less efficient out of employment?—I think that that has been the case. I may say with regard to that question that I was at a Poor Law conference in the north last Thursday, and speaker after speaker called attention to this particular point as to the extent to which the Workmen's Compensation Act had driven people on to the Poor Law.

78741. It would tend rather to shorten the age at which people could get employment, would it not?—That is so, of course.

78742. Do you believe in the retention of the workhouse as a test?—Yes, I am strongly of opinion that it should be retained.

78743. You state also that you believe in discriminating and sympathetic treatment of the able-bodied who come into the workhouse?—Yes.

78744. Assuming you have a workhouse test, and assuming you have no labour colonies, what is the nature of the sympathetic and discriminating treatment which you would adopt in connection with the able-bodied?—The first essential of the thing is to have a good workhouse master who must be a judge of character, and who should also be thoroughly sympathetic. He should form an opinion whether a man is really anxious for work or not, and when a man comes into the workhouse he should, at first at all events, give him every opportunity of getting out. In Bethnal Green we have adopted a system whereby we form our opinion of a man. First of all we see him at our Workhouse Examination Committee, which we call the Settlement Committee, and then we probably make some inquiry respecting him. When we find that he is a man who is *prima facie* anxious to get out of the workhouse, we let him out on pass, and we take steps ourselves to try and get him work. Our own master of the workhouse is in touch with a considerable number of employers of labour, and if the man is a likely man, the master writes to some of these gentlemen and they very often can give the man a job.

78745. I suppose the number of such cases is limited?—The number of cases is limited, of course.

78746. Does the number of cases in which you have been successful form any appreciable proportion of the number of able-bodied who come into your workhouse?—Yes, certainly now it does, because we have a very small number, as I think I say in my statement, of able-bodied in our workhouse at any one time.

78747. They have not come back to the workhouse?—I could not answer that off-hand exactly, but certainly a large number of them have not come back. They do not become ins-and-outs.

78748. Coming to the division of opinion on this subject, I think you actually sum it up that one school think the State should never attempt to provide work for the unemployed except in times of undoubted crisis; that there is another party who think that the State should generally make provision for those who are willing to work and are unemployed, and should give them work; and that there is a third party who think there is a half-way house between these two?—Yes.

78749. You say, in Paragraph 21, the half-way house has failed?—I say that the attempt to carry out the policy of the half-way house, so far as I can see, has failed under the Unemployed Workmen Act.

78750. A half-way house between the Poor Law and those who can maintain themselves might operate in two directions; on the one hand, it might tend to prevent people coming to the Poor Law, and on the other hand, it might encourage a tendency to come to the Poor Law. In which direction should you say this half-way house has operated?—I do not recognise any distinction in my mind between the Poor Law and this relief work that has been given of late years, so that I am in a little difficulty in answering that question.

78751. Holding that view, you think probably that this half-way house would rather encourage pauperism?—Yes, I should certainly think so. It seems to me that for the test of destitution the test of inquiry has been substituted, and that that has entirely broken down.

78752. As you say, you have no remedy to propose, but you think that what is now being done rather aggravates the evil?—That is so.

78753. Do you think more might be done in the way of organising casual labour?—There is a report at present of casual which is pending from a committee which my society have labour. appointed to consider the question of casual labour. It is difficult to speak with any precision until that report has been issued. It appears to a good many of us that there is room for organising casual labour more or less on the lines which were adopted by the docks in 1894.

78754. Would that organisation fit in with some system of labour bureaux or exchange bureaux?—That is as it appears to me.

78755. As regards education, I see you are doubtful about our present educational methods; does your educational criticism apply to the education of Poor Law children, or does it apply to our whole system of elementary education?—I have only seen the children in the Poor Law schools, but the same law applies there as applies outside. I certainly have seen a considerable number of cases of children who had to be kept on till the completion of their school age, when they have obviously been doing no good at school.

78756. Do you think it would have been better if they had been working either in the fields, or in a workshop?—I think some people are fitted for intellectual work, and others for manual work, and when the latter class have learnt to read and write, and have attained a certain standard, I do not think it is much good keeping them on at work for which they are not suited.

78757. In other words, I take it, you think that our educational system is too literary for a certain class of children?—I think it is a question for consideration. I do not pronounce any absolute opinion upon it.

78758. We have had some evidence rather in the other direction, that is to say, it has been thought advisable to keep some hold on the children, and to give some support to the children after they have left school, and until they get to an age at which they can support themselves?—It rather depends upon knowing your child, and it also depends upon your interpretation of "education." It appears to me that education in the case of some children is not necessarily intellectual education at all.

78759. You think the system is not always adapted to the particular vocation or occupation by which they will have to get their livelihood?—That is so.

78760. One feature of the unemployed Workmen Act is, that, so far as your experience goes, so many who apply one year come back and apply in subsequent years?—Yes, I have seen a considerable number of cases of that already.

78761. (Bishop of Ross.) You do not regard farm colonies as an efficient remedy for the unemployed, I think?—I have said in my Statement that I know very little about them myself; but I am judging by the analogy of the foreign colonies, so far as one can judge from the official reports we have had upon them, and from my experience, so far as it goes at present, of people who have been dealt with in these farm colonies.

78762. Emigration you would consider to be the best and most effective remedy, I think?—That is so. It relieves the labour market here, and takes people from a bad labour market to a better one.

78763. The unemployed are generally the less efficient workers, I presume?—Yes.

78764. If you could emigrate the less efficient and retain the more efficient in England, what would be the economic gain?—I think there is room for the less efficient in a better labour market. In the English labour market there is room for nobody at the present time except the more efficient.

78765. If emigration really got under way, would you apprehend any danger or any risk of not being able to regulate your emigration as you would fancy?—I do not quite understand your question.

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Minimum wage and Workmen's Compensation Act as causes of Unemployment.

Desirability of retaining Workhouse test and of discriminating and sympathetic treatment of able-bodied.

Bethnal Green system in regard to able-bodied paupers.

Opinions on State relief of unemployed.

Failure of Unemployed Workmen Act.

Recurrent cases under Unemployed Workmen Act.

Farm colonies.

Emigration.

Question of
efficiency of
emigrants.

78766. It would be desirable to emigrate the less efficient and to keep the more efficient in England; but if emigration set in, would there be a danger that you could not regulate the emigration so as to emigrate the less efficient and keep the more efficient?—Do you mean that there would be a danger of emigrating the more efficient?—Yes.

78767. Yes?—Of course the more efficient will emigrate and we cannot help it. They will emigrate of their own volition no doubt, as things are now.

78768. Suppose a tide of emigration on their own volition set in, and the more efficient workers did emigrate, would that cause any national loss?—It would, no doubt.

78769. Are the wages in the Western Hemisphere higher than the wages in the Eastern Hemisphere—in England say?—Generally speaking, I should think they are, but I have already said that I am not at all an expert in emigration. I am judging entirely of the value of emigration from the individual cases which I have come across.

78770. Where the tide of emigration has set in, it has been found that the efficient go and the inefficient remain at home?—I can hardly say that myself. You are stating that to me, are you?

78771. I am stating that to you. I have before my mind the case of Ireland where we emigrate 40,000 persons per year; they are practically all efficient, and 90 per cent. of them are young people between fifteen and thirty-five; and the inefficient remain at home. So that it is a considerable difficulty, as you can see?—Yes. That has got to be taken into consideration, of course.

78772. If you take the wages of women workers in England and compare them with the wages of women workers in America, I think you will find that wages in America are more than double those in England. Taking that into consideration, might it not be a dangerous thing for public authorities to encourage emigration—in other words, might not the cure be worse than the disease?—Of course, in my Statement I am looking at it rather from the point of view of relieving the distress in England which I have come across.

78773. You are looking at the immediate result, but we have to look not only at the immediate but at the ultimate result?—All I can say is that in the long run, if wages are higher in one part of the world than in another, labour tends, whatever we may do, to gravitate towards that point.

78774. And finally, probably, the most efficient go to that point?—I do not think we can help it anyhow.

78775. Where ignorance is bliss, perhaps if we can give up the ignorance, it would be so much the better?—Yes.

Unemployed
Workmen
Act.

78776. (*Mr. Russell Wakefield.*) Do I rightly gather from your Statement that you do not think there was a general demand for the Unemployed Workmen Act?—I do not know about the demand beforehand.

78777. You say, "the Act was mainly promoted by a small number of distinguished persons who thought they saw in it the means of assisting the better class of workman?"—They may have represented a general desire; I do not know.

78778. There was a general desire for something to be done, was there not—things had become rather critical?—Yes.

78779. Do you think under any circumstances, even if the restrictions which have been relaxed and so on had been kept up, the Act would have been more successful than it has been?—I have very grave doubts, almost amounting to a certainty, as to the possibility of discrimination by public bodies.

78780. May I take it that the Act itself never had your sympathy?—Never. That is perfectly true—because I thought it a very dangerous measure.

Casual
labour in
London.

78781. With regard to the workers who applied under the Act being casual workers, is not work in London becoming increasingly casual every year?—I am afraid it is; but I attribute that, to a great extent, to the operation of the Act, and of the remedies that have preceded it.

78782. What do you refer to when you speak of the remedies that have preceded it?—I think I say in this Statement that I attribute it mainly to the issue of the circular of 1886, which set all this casual labour going.

*Mr. William
Amyas
Bailward.*

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78783. But it is not very customary here in London for people to have a very long job, is it?—It depends. Of course one knows that in the building trade the jobs are generally short; but I think there are a certain number of trades in which it is the reverse.

Evil effect
of L.G.B.
circular of
1886.

78784. A builder has a certain number of men whom he always employs, but he has to have what we may call a certain number of casuals as well, and they would be the people upon whom the stress would fall the most quickly of any when there was want of employment?—Quite so.

Length of
jobs in build-
ing trade, etc.

78785. You say in Paragraph 8 that work had been provided for 2,911 out of 27,816 registered, but of course that does not include those who had been emigrated?—No. I had overlooked the column relating to emigration. Some 400 to 600 have been emigrated.

Numbers
emigrated
under
Unemployed
Workmen
Act.

78786. Of course, the emigration was going on all the time?—Yes.

78787. The bulk of the cases emigrated were not really down on the list at all, were they?—That is so; but still, adding the number who were emigrated, it does not make it a very large percentage.

78788. I am not saying that it does, I am only putting this for purposes of accuracy?—Quite so; I am obliged to you for correcting me.

78789. With regard to your knowledge of colony work here, I take it that those cases you know of were practically and entirely workhouse cases who were sent to the colonies?—Of course, I cannot say. In Paragraph 11 I quote the statement that in April, 1904, 150 men who had been to Osea Island and elsewhere applied immediately afterwards to the magistrate at Worship Street. I cannot say whether they were workhouse cases or not.

Character of
men sent to
labour
colonies.

78790. Still, the bulk of those that you knew something of were workhouse cases, were they not?—They became workhouse cases afterwards; I am not sure that they were workhouse cases before.

78791. You, like a good many of us, see that an attempt was made which was, in your judgment, unsuccessful, remedy. but you have nothing to suggest to us in the shape of alternative remedies?—In Paragraph 22, you will see what I have to say.

Question of
remedy.

78792. You say there: "I have no remedy to propose except that we should cease from doing that which I believe to be the chief cause of the evil?"—Quite so, I think the first step to doing the right thing is to leave off doing the wrong one.

78793. (*Mr. Lansbury.*) Did I rightly understand you to say that you consider the bulk of the men who registered at Bethnal Green were men who would usually apply to the Poor Law?—Not necessarily to the Poor Law. I should say they were men who applied in former years to the borough council.

Industrial
status of
applicants
to Bethnal
Green
Distress
Committee.

78794. I want it cleared up, because the pauper class as a class are, as a rule, looked upon as something distinct. Do you consider that the men who got work from the borough council belonged to the pauper class?—I think I define them in my Statement. I say that they none of them belonged to trade unions, and none of them at the time to friendly societies. They were possibly not actually of the pauper class at the time, though some of them were of the pauper class. They were not of the highest class of labour.

78795. You consider then that the highest form of labour is represented by those people who belong to trade unions?—Yes, as a rule; I should say most of the best class of labour belong to them.

Merits and
demerits of
trade
unionism.

78796. You support trade unions then?—I think they have their uses.

78797. Still, we cannot have it both ways, not in any world, and certainly not in this. Either the trade unions are good or bad, surely. You are telling me as something against a set of workmen that they did not belong to trade unions; I only suggest to you that, therefore, in your judgment, trade unions are a good organisation?—Does my judgment matter?

Mr. William
Amyas
Bailward.

21 Oct. 1907.

Merits and
demerits of
trade
unionism.

78798. It seems to me we are only getting your judgment this morning; we are getting your opinions, anyhow?—As I said, I think they have their uses. I think they are very good in some ways, and sometimes I think they are rather mischievous. It depends on what they do.

78799. But in judging a man and his character, you bring into consideration whether he is a member of a trade union or not?—Certainly I do—absolutely.

78800. And if he is a member of a trade union, you consider him a more worthy person than if he is not?—I think he probably belongs to the better class of workmen, and to a higher class of industrial efficiency.

78801. And, therefore, he is a better man?—Yes, I admit that—much better, as a rule. I should say on the whole that a trade unionist is a much better man than a man who does not belong to a trade union.

78802. But, referring to your Paragraph 14 and your Paragraph 19, apparently you disagree with the action of the trade unions? First of all, the trade unions are to keep up a certain standard or rate of wages, so that they can provide unemployed benefit, and then, when they do it, apparently they create unemployment?—I have simply said that the trade unionist as a rule, is a better man than the man who is not a trade unionist. I have said nothing as to the combined action of trade unionists.

78803. I am comparing Paragraph 14 with Paragraph 19 of your Statement?—They are quite consistent, I submit.

78804. I submit to you that if the men have combined to get sufficient wages to enable them to provide for unemployment, therefore you cannot blame them if, as a result, only the most efficient, from the point of view of age and strength and ability, are employed; because you are putting it down that one of the causes for unemployment is that these people insist on a minimum rate of wage?—As I say in my Statement, there can be no doubt that the minimum rate of wage is driving a large number of the less efficient people out of the labour market.

78805. I suggest to you that seeing that you wish men to provide against unemployment themselves, they have no option but to insist on that minimum rate of wage?—That is a difficulty, of course.

78806. Have you any figures as to the actual number of able-bodied men you have dealt with in your workhouse?—I have some figures which I submitted at a meeting with the Local Government Board when Mr. Long brought forward his scheme. We had on that day twenty-four in the workhouse who were classified as able-bodied, and of those, I made out nine who could be actually called able-bodied.

78807. So that it really comes to this, does it, that under the Poor Law we touch very few able-bodied men in the workhouse?—Quite true—at any rate, not in our union.

78808. In your union, at any rate, you do not deal with any very large numbers?—No.

78809. So the number of situations that you are able to get for men through this benevolent workhouse master is comparatively few?—That is perfectly true. If we had a large number of the better class men in the house there would no doubt be a great difficulty. It is because they manage to keep themselves outside that we have not that difficulty.

78810. Is it not true that the borough council in the past under Mr. Long's scheme and the Unemployed Workmen Act kept them out?—I should think not, because the same conditions existed long before Mr. Long's scheme was initiated. We have not had many able-bodied men in the workhouse for years.

78811. I know; but you admit that there has been distress through want of employment, I suppose?—Certainly, I admit there has been distress.

78812. And it had to be dealt with in some form or other?—Yes.

78813. Instead of being dealt with by the Poor Law previously, it was dealt with by the borough council, and by Mr. Long's scheme and the Unemployed Workmen Act?—I do not think it has been dealt with by the borough councils. I do not think that one day in three weeks, which was at one time the rate of work that was given in Bethnal Green, was dealing with the question at all; I think it was making it more acute.

78814. It has been attempted to be dealt with—I will put it that way—because, beside that, you are perfectly well aware that there have been huge funds, of which portions have got to Bethnal Green as well as to everywhere else?—I do not think we have had any funds in Bethnal Green, to the best of my recollection, for a great many years—in fact, not since the Mansion House Fund of 1885; I think that was the last time.

78815. Did you not have a portion—a small portion, certainly—of the money raised by the committee of which Canon Barnett was chairman, and Mr. Maynard secretary?—Do you mean the Mansion House Fund?

78816. Yes?—We had, but it was very small.

78817. In fact, there have been a variety of agencies at work to keep people out of the workhouse?—Certainly; and there always are. It is on them, to a certain extent, that one must rely, I think.

78818. In the last resort the people have got to be helped?—First of all, I want to see them help themselves, but then in the last resort they have to be helped. It is a question of how they are to be helped.

78819. That is the whole point, is it not, between you and the other people? You want them helped in a certain way, and the other people want them helped in another way?—Yes.

78820. You start from the same premises that we all do, and say, "Here are certain people that cannot stand alone"?—Yes.

78821. I understand you wish whatever is done to help them to be done by private enterprise or private philanthropy?—Of course, the phrase "people who cannot stand alone" is to some extent rather an ambiguous one.

78822. You may put it as you please?—The question whether people can stand alone or not rather depends upon the means adopted to help them.

78823. All that I am wanting to get from you is that some means have to be adopted?—We always have the Poor Law as a last resort.

78824. Only you have told us that under the Poor Law twenty years ago, or twenty-one years ago, a new arrangement came in under Mr. Chamberlain by which the municipalities and other people helped?—Yes.

78825. You have told us that a great deal of mischief was then done. Do you contend that the administration of the Unemployed Workmen Act has been as bad as the one day dole of work, or the three days dole of work, that you so very much criticise?—I think it is practically the same. It is a question of quantity really. Even if you give sixteen weeks' work, and the man at the end of the sixteen weeks is not re-absorbed into the labour market, it is just as much a dole of work as if you had given him one or two days.

78826. But it would be an effective help to him during that sixteen weeks, would it not?—During that sixteen weeks, but you have got to look further than that, I think.

78827. That only means that of course you have to extend your operations very much further. It is rather an argument for more work?—Of course, if you are prepared to extend the thing to all lengths—

78828. That is what it comes to, does it not—that there is a large number of people for whom there is no employment, and you actually keep a number of them for sixteen weeks and then they are still out of employment?—I think it is not a fixed number.

78829. Perhaps it is not, but still there is a large number, is there not?—Always, in all trades, and in all professions.

78830. Then you quote a case that came back to you in June from Hollesley Bay, I understand?—Yes.

78831. Would you consider that man a low-standard man?—I cannot remember the particulars of his case now excepting as a fact which I have cited here that he came back.

78832. You do not know the facts connected with that individual?—I cannot remember them now.

78833. Would it be asking too much to send in that man's record?—No. I will do so with pleasure.

As to this the witness subsequently wrote as follows:—

The man is a boot finisher by trade, not a member of Club or Trade Union, and had worked for a firm for about two years up to August, 1906, when he was discharged owing to slackness. He then applied to the C.O.S., who

How far
State and
municipal
relief, etc.,
has kept me
out of work-
house.

Question of
State assis-
tance v. phil-
anthropy.

The Poor
Law as a
means of
assistance.

Comparison
of relief
under Unem-
ployed Work-
men Act and
that given by
municipalities
etc.

Instance of
man returned
from
Hollesley
Bay.

Question of
the trade
union
minimum
wage.

Number of
able-bodied
in Bethnal
Green Work-
house.

How far
State and
municipal
relief, etc.,
has kept men
out of work-
house.

offered to consider his case with a view to emigration which he refused. He was advised to apply to the Distress Committee, and they sent him in December to Hollesley Bay, where he remained till April 22nd, 1907. He applied again to the C.O.S. in June, 1907, being still out of work.

78834. I understood you to say that you thought the Act was helping towards pauperism?—Yes.

78835. Do you mean that it makes more people apply to the Poor Law, or that you consider everybody who gets help under the Act is a pauper?—It appears to me that the Act is only another measure of Poor Law, as you may call it, and that we have created a new form of pauperism. We do not call it pauperism, but it is actually pauperism.

78836. I understood that that was your view about it; only that is rather different, I think, from what we all gathered, at any rate from what I gathered, when you answered a previous question. You think that it is simply another way of pauperising the people?—I am afraid I do.

78837. In your Statement you say there were 234 people who got help of various kinds, and these 234 were people who had previously been known to the relieving officers?—That is the report from our superintendent relieving officer.

78838. I should like to know whether those 234 had actually been to the guardians and got relief and the rest of it?—I looked through most of these cases, and they all had relief in some form or another.

78839. You say there were only eighty-one of them who came back?—Yes.

78840. So that if you take it for granted that 234 out of the 437 which you mention as the number of original cases had had Poor Law relief, at least a large number of them did not come back to you?—I am afraid we shall see them again at some time or other.

78841. That is not fair, is it? If you put certain figures in your Statement as a return, we are bound to take your figures as they stand?—The Statement, of course, only deals with a certain period.

78842. And for that period only eighty-one out of the 234 came back?—Is it your suggestion that because these people have not come back so far, therefore they have been adequately dealt with?

78843. I do not suggest that at all, and I do not want now to suggest anything; I only call your attention to your own figures?—I understood you in that sense, at all events.

78844. To go back to the labour colonies; you say that 150 men applied to the magistrate as coming from Osea Island; that would be under the Mansion House Committee, I believe?—Yes.

78845. You will remember that the Bishop of Stepney issued a very urgent appeal over and over again for money to keep these men going, because of the very bad state of trade in London?—Do you mean these 150?

78846. Not only these 150, but generally to keep the work going at Osea and Hadleigh?—Yes.

78847. What I am suggesting to you is that this application to the magistrate is nothing against these 150, and does not prove that they were bad characters; it only proves that enough work was not found?—I am only quoting it as an illustration of the little good that had been done to them by their stay at Osea Island.

78848. Because there was no work to come to when their time was up?—Quite so. They had received a dole of work; that was my point.

78849. But it was nothing against the men?—Nothing at all, and I know nothing at all about them. As a matter of fact, this was only taken from a newspaper report which I happened to see at the time.

78850. Do you still contend that casual labour is caused, or has been caused, by the issue of Mr. Chamberlain's circular and by municipal doles of work?—I should say it had been accentuated by them, and it had been increased by them. I cannot say it was caused by them, because, of course, one knows there is casual labour in all trades, and that there always must be casual labour.

78851. You think there always must be a time when people will have to go without work, even if they are strong and able and willing to work?—I judge simply from my experience and from everybody's experience. One knows that all trades have periods of slackness.

78852. Therefore we cannot blame the individual man or woman because of the effects on his or her character

of that kind of employment?—I blame nobody. I am only trying to deal with the general tendency which I think is apparent.

78853. That is, that casual labour and intermittent employment is a necessary part of our present arrangements for giving people work?—Yes, I think so, and it always must be I think. It is a question of degree of course. We want to see it minimised as far as possible, but there always must be casual labour, I am afraid.

78854. Then about emigration; I understand you contend, first of all, that the unemployed are not the cream of the working class?—Yes.

78855. But that it is the best of the unemployed who are emigrated?—I should think so.

78856. The inquiries with regard to emigration are much more severe than for giving a man immediate work are they not?—Yes.

78857. Therefore what is really happening is that as the years go by, if this system remains, we shall more and more send the efficient of those who are under-employed, or out of work, and leave the inefficient here to be dealt with by ourselves?—A similar question was put to me at the beginning.

78858. I am only putting it again for my own satisfaction?—I have already said that it is not in my opinion the most efficient who are emigrated.

78859. But it is the most efficient of the unemployed, that is what I am putting to you?—Yes.

78860. I want to make that perfectly clear. Therefore the least efficient of the unemployed are left on our hands?—Yes.

78861. And your proposal for dealing with those is the workhouse?—Emigration.

78862. No; I am thinking of the least efficient—do you want to emigrate them; they are the majority of course?—The least efficient I think in the long run must be dealt with partly by the Poor Law, partly by voluntary agencies and so forth.

78863. Would you tell us what voluntary agency?—They seem to me to abound on all sides if they were properly organised.

78864. Could you tell me one?—In every district I suppose there is some voluntary agency. There is the Charity Organisation Society, my society, for one thing, and then there are the clergy, who all have funds which they administer.

78865. The Charity Organisation Society does not exist to find people employment, does it?—It does not, but it can, and it has dealt with people out of work by tiding them over periods.

78866. My point is that these are people whom tiding-over does not help, because they are the least fortunate, and therefore there is no room for them?—Then I am afraid the only thing is that they must go to the Poor Law, or to some equivalent to the Poor Law.

78867. Would you tell us what that equivalent is?—The equivalent proposed has been the labour colony.

78868. Do you admit that there would be a large number that would have to be dealt with by somebody in some form or other?—Certainly; there always must be. It appears to me that the Poor Law is intended for that purpose.

78869. (Mr. Lock.) Before Sir Henry Fowler's circular there were no large amounts of work given by the borough councils, I think, were there?—My memory hardly goes back so far as that. I think I first began my Poor Law work in 1891, and Sir Henry Fowler's circular was issued in 1892; of course, it was a re-issue, because it had been issued by Mr. Chamberlain in 1886.

78870. Would you say in general terms that the condition of the class about which you have been speaking, the unemployed unskilled class, was not worse, at any rate, in the days before the circulars came—Sir Henry Fowler's and Mr. Chamberlain's?—That is rather a difficult question to answer.

78871. I mean, may we say that the position of things after the borough council arrangements was a position in which a certain new attraction was brought into the field?—I quite think so. It seems to me that this borough council work has done extremely little good to anybody; it is of such a very precarious and temporary nature.

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Bailward.

21 Oct. 1907.

Casual
labour
inevitable.
Character of
men
emigrated.

Methods of
dealing with
inefficient
unemployed.

Sir Henry
Fowler's
circular 1892.

Effect of
borough
council
relief, etc.

Mr. William Amyas Bailward. 78872. Therefore in talking of remedies, we have to deal, have we not, with a state of things at a time when there was no remedy such as has been suggested?—Yes.

21 Oct. 1907. 78873. And that state was not worse, at any rate, than the present, when we have all these remedies?—I cannot speak from my personal knowledge, but from what I have read of Poor Law history I should say it was better before these remedies were adopted.

Dangerous tendency of Unemployed Workmen Act.

78874. Another criticism is that the one-day dole of the borough councils was succeeded by the Unemployed Workmen Act, and that the Unemployed Workmen Act was better than the one-day dole, and therefore should be approved. May I ask you whether you think that the fact that the Unemployed Workmen Act brought a permanent system apparently into existence for offering work to the unemployed, does or does not create a new element of extreme danger to the community?—I think I have referred to that in my Statement. Up to the time of the Unemployed Workmen Act distress was always looked upon as exceptional, and all the functions of the State were limited to dealing entirely with exceptional occasions. Now under the Unemployed Workmen Act that duty has been accepted as a matter of ordinary occurrence.

78875. Therefore, in spite of its defects, even the borough council system was better than this permanent acknowledgment?—It was far less serious, I think. Mr. Chamberlain's circular, and the circulars subsequently issued, all contemplated periods of exceptional distress. I may say in passing that at the last meeting of the Central Unemployed Body a protest was raised against the limitation of the benefits of the Act to two years running to any individual. I think that is rather an illustration of the tendency now.

78876. That is to say, the tendency of thought amongst those who wish to push this would be to make it a continuous permanent Act for the employment of the unemployed?—I think the advocates are perfectly frank about it. They look upon it as a means to an end. But I do not think they approve in their hearts of the Unemployed Workmen Act at all.

78877. The end would be to place on the public the obligation of providing employment in all cases where it is asked for?—That is what I say when I refer to the two schools of thought, both of which are I think logical. The one school objects altogether to the provision of work by the State, and the other school says it ought to be provided at all times.

Evil effect of provision of work upon individuals.

78878. Your own personal experience would be that the view which you express in your Statement is correct, that a great deal is being done now to create a dependent class on the plea of there being an unemployed class?—I am afraid so.

78879. With regard to the men who have had their sixteen weeks' work, they have no doubt been maintained during those sixteen weeks?—Yes.

78880. But if they have come to rely upon an authority for the rest of their lives, winter by winter, have they not been weakened greatly?—I think that irreparable damage has been done to them.

78881. And those men would be the unemployed class of the future?—I am afraid so.

78882. Is it not a question really as to your wanting the people helped in one way and the others wanting them helped in another? In other words, is it not the case that it is not merely a difference of point of view as to the relief of a person which divides the camps, but that one party looks upon the ultimate and permanent dependence of anybody on the State as an evil to the community?—Quite so.

78883. And the other party does not?—Yes, I think that is the real distinction.

78884. Then the whole administration of relief in regard to these people would be one which you would approve of if it led to their independence?—That is so.

78885. Therefore, your proposed remedy is a proposal to lead to independence?—That is so.

78886. Therefore, to take your proposal at the end you would have behind you a workhouse of a certain type with a test, because it has been proved to you by cases, I understand, that unless you do have a test there

Workhouse with test as remedy.

will be a general demand, as in former years, for relief on the ground of unemployment?—Yes.

78887. And the result of that would be to create every evil which relief was supposed to diminish?—Yes.

78888. You have very few able-bodied persons dealt with in your workhouse compared with other unions, I think?—Yes. Small number of able-bodied men in Bethnal Green Workhouse.

78889. (*Mr. Lansbury.*) Do you say compared with other unions—I understood you to say you did not know?—I do say as compared with other unions, because I do know something about the conditions of other unions from what I have read.

78890. (*Mr. Loch.*) The ordinary indoor able-bodied pauperism of London runs to about 46,000, as a mean number, according to the Report; it would be a very small proportion of that indoor able-bodied pauperism that you had at Bethnal Green, judging from the figures you have submitted to us?—I do not know anything about those figures, so of course I could not answer.

78891. I understand that your figures ran to very few cases per diem?—Yes.

78892. (*Mr. Lansbury.*) The figures Mr. Loch is quoting include women, but we were talking about men only when I was asking you about this point?—My figures only deal with men.

78893. (*Mr. Loch.*) Supposing, anyway, that even half that figure were men, still the other unions taken together would seem to show a very much larger able-bodied pauperism than Bethnal Green?—There can be no question of it.

78894. I was the other day at a relief committee, and there were able-bodied men coming into the house. On our making the suggestion that a class of very young people was being brought into the workhouse it was said that they had no sufficiently deterrent, or sub-workhouse, to keep them out, and the consequence was that they just came in pretty much as they wished. You have no special deterrent arrangement in Bethnal Green, have you?—None at all.

78895. And yet they do not come to you?—They do not come.

78896. Is that because the inquiry is stricter, or what is the reason?—I think it is because there is a careful inquiry. All cases are brought up before a committee inquiry at at specified times, and people are got out if possible. That is what it comes to. Advantage of careful inquiry at workhouse.

78897. Then you also adopt the plan of going very carefully through your cases in the workhouse?—Yes.

78898. Do you think that could be made a rule in all Poor Law administration?—I think it would be very desirable that it should be. System in vogue at Bethnal Green.

78899. (*Mr. Phelps.*) Do you have the case-paper system for your indoor poor?—Yes, we have. All the figures which I have given in my Appendix are taken from the case-papers.

78900. (*Sir Samuel Provis.*) How often do you go through your indoor cases and revise your list?—The system is that every fresh admission is brought up before the Settlement Committee, which sits fortnightly, and that there are also a certain number of deferred cases.

78901. You are always doing it, then?—We are always doing it. There are always a certain number of deferred cases on which some decision has been made, and we want to see whether it has been carried out. Sometimes possibly a man may be with us for a long time, and we see him again and again and ask him why he is still there. Eventually I suppose he prefers to go out rather than be seen by the Settlement Committee again.

78902. (*Mr. Loch.*) Then practically you are able to accomplish what you want in regard to the able-bodied without a new organisation for able-bodied relief in the shape of a sub-workhouse with harder work and so on?—That is so. The difficulty with us has disappeared. As I say in my Statement, we had a similar difficulty years ago. I, of course, have seen both sorts of administration. When I first became a guardian our administration at Bethnal Green was what was known as of a lax nature, and then we had our workhouse as practically a lodging-house for anybody who liked to come in and out. We had no revision committee to examine the cases, and

naturally in time we became crowded with able-bodied men. But all that difficulty has disappeared since we have formed our committee and dealt with cases regularly on a certain system.

78903. In this process of change has there, to your knowledge, been any greater distress in the neighbourhood, that is to say, have the people who hypothetically were excluded suffered in consequence?—I should think not more than any others. I think the fact that we have so few able-bodied men in the workhouse is some proof at least that we have not the worst form of destitution in the district. If the worst form of poverty prevailed to a great extent in the district people must come into our workhouse, but they do not.

78904. Do you think in the circumstances it would be wise to exclude from the Act of Queen Elizabeth the clauses referring to giving employment, and to take the whole question of employment out of the Poor Law, and to leave the Poor Law simply to deal with destitute persons?—I think the suggestion that it is the duty of the Poor Law to find work for people has been proved by experience to be absolutely an impossible one, and it has led to a good deal of misinterpretation of its duties.

78905. With regard to the colonies to which you have referred, do you think that the evidence about Hadleigh is sufficient to back your assertion that on the whole the colonies do not make unemployed workmen into independent workmen?—I have spoken rather guardedly as to Hadleigh. I ought to add that I was not only dealing with Hadleigh in what I have said about the Salvation Army, but that I was also dealing with the other labour homes of the Salvation Army, chiefly, I find now, with the others and not with Hadleigh. I have here some memoranda by the master of our workhouse as to about forty-one men who were sent to the Salvation Army workshops, and some to Hadleigh in 1897. I asked him yesterday to make memoranda as to what had happened to them, and if any member of the Commission would like to see the results I shall be happy to hand this paper in. (See Appendix No. LXXXVIII. (B)).

78906. With regard to the present position of things about the minimum wage, and the Workmen's Compensation Act, to which you refer in Paragraph 14, would you say that assistance by way of protection for the strong re-acts to the destruction of the weak?—I think that is very much the case.

78907. So that practically what we are doing to back one group of men who are strong and can fend for themselves tends to re-act upon another group of men and to bring them closer to pauperism?—It seems to me that the tendency nowadays is that there is a new social cleavage going on by which we shall have a class of privileged workmen and the rest of the community will have to be kept in some form of workhouse or labour colony, whatever it may be.

78908. In Section 19 you have referred to the remuneration; would you say that what is wanted is as far as possible a better use of that remuneration, because we have from year to year had the seasonal unemployed persons, who may at times, at any rate, if not often, earn enough for their support if they spread it over the year?—I was half afraid to mention the question of thrift; but still I am very strongly of the opinion that in many cases, at least, provision of some kind might be made for times of unemployment, whereas it is not made now.

78909. Do you think that anything could be done to foster the promotion of organisations for thrift by way of something like an unemployment fund, such as trade unions have? Would it be, within your view, right if all large employers of labour were required to pay into a common fund for the men—the men themselves paying too—but on a much larger scale than the common shop funds at the present date?—The suggestion is quite new to me, and I should not like to express an opinion upon it.

78910. In view of the possibility of more steady employment being adopted in the docks on the lines you refer to, do you think that that occasion should be taken advantage of for forming a centre for unemployment funds, as the unemployment fund of trade unions has in its way been a centre, round which other funds were collected?—Is that following on your previous question?

78911. Yes?—I must say it is a new question to me so I should hardly like to speak about it.

78912. (Mr. Benthams.) In Paragraph 8 you make use of some words which I do not quite understand. Speaking of the economic value of the work done by the people who are put on relief work you say that it: "Would have been better done by the ordinary labourer and would have been equally effective as relief work." I do not quite understand what is meant by that?—What I mean to say is that if the ordinary labourer had been put on to this work the pressure would have been relieved. As things are now my contention is that a good deal of this work which ought to be done by the ordinary labourer is being done through the Central Unemployed Body, and that to that extent the ordinary labourer is thrown out of work, so that you are creating another form of unemployment.

78913. The employment of the ordinary labourer for the same work would have been more economical and more effective, and would at the same time have relieved the labour market to an equal extent; is that your point?—It would have relieved the pressure generally; that is my point.

78914. A little lower down you say: "I believe that the attempt by the State to provide work in ordinary times is a fatal expedient, but I also believe that, if it is to be done at all, it had better be done through the ordinary labour market." I do not quite understand the connection of the words, "if it is to be done at all"; do you mean if it is to be done at all by a public body?—If we are to accept the principle of State relief work, which of course I strongly demur to. If we are to have that at all, I think it is far better that it should be done without this inquiry.

78915. But it could not be done through the ordinary labour market if it is to be done through the State could it?—I think so. Why not? We hear a good deal about the reclamation of foreshores, and afforestation and so on; why should not all that be done through the ordinary labour market? I cannot see any reason why not.

78916. I see your point now; if the State is to do anything in the way of providing work, it should provide this work and the workmen should be employed on their merits and drawn from the ordinary labour market?—They should be employed on their merits without this test of industrial efficiency, for the inquiry is supposed to be a test of industrial efficiency, as I understand it.

78917. That would get rid of all the inquiries as to character, as to fitness, and so on?—Quite so.

78918. And the men would be drawn in the ordinary way from the ordinary labour market?—That is so.

78919. And the less efficient workmen who then did not find employment would be left on the Poor Law?—Yes.

78920. I suppose you could suggest no other expedient?—I think not. Of course they would have the help of all the ordinary agencies—of that human sympathy and sense of duty which abound on all sides. I believe every man who is worth much has friends who are willing to come forward and help him in times of difficulty. We come across the "friendly lead" constantly in the workshop, and, as I have already said to Mr. Lansbury, there are various agencies for dealing with distress outside the Poor Law.

78921. Would not the employment by the State of men of that kind, drawn from the unemployed labour market with the object of tiding them over a distress period, have the tendency that you do not want, that is, that the men might come to rely on expedients of that kind being formed by the State?—You see I deprecate it altogether, and I say that to me it is a fatal expedient that the State should undertake the principle of finding work at all; but I say if it is done at all, then I think it is better to be done through the ordinary labour market.

78922. In Paragraph 10 you speak of labour bureaux, and you make use of these words: "I have wished to see the experiment made, and it has my cordial sympathy as a step in the direction of the better organisation of labour." I do not quite understand what you mean by "the better organisation of labour"?—It seemed to me that by the organisation of telephonic communication you might concentrate your labour at the point where it is needed. I confess I am very ignorant of labour bureaux, because I am not on the labour exchange committee of the Central Unemployed Body, and I only have general views as to

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Effect of
relief work
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Better to do
work through
ordinary
labour
market, if it is
to be done at
all by State.

Private
for helping
unemployed

Labour
exchanges.

Question of
revision of
employment
by Poor Law.

Effects of
Salvation
Army work-
shops and
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Effects of
trade union
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Act.

Thrift as
remedy for
seasonal un-
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- Mr. William Amyas Bailward.
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- Labour exchanges.
- Changes of labour conditions.
- Unemployed Workmen Act should not be renewed.
- Substitution of hand labour for machinery in Bethnal Green.
- Effect of doles of relief work.
- Question of policy in administration of Unemployed Workmen Act.
- Cause of hostility to investigation by Distress Committees.
- them. I do not think my views are of much value therefore.
78923. The words, "the better organisation of labour" mean, so far as I understand you, that the labour exchanges and that kind of thing would be used for offering facilities to men seeking employment?—Yes.
78924. That is the extent of your meaning, is it?—"The organisation of labour," of course, is an ambiguous term; I meant it simply in the sense of organising work.
78925. Really it does not mean the organisation of labour, does it?—I am not sure. It does not mean the organisation of labour in the sense of the trade union organisation of labour. It means the organisation of work, I think.
78926. In Paragraph 14 you speak of the growth of the casual and unemployed class, and you say that that is primarily due to the Circular of 1886. Do you think there is no change in the conditions of labour now which has caused a larger number of casual labourers to exist than existed formerly, apart altogether from the means of work that have been offered by the various local authorities?—I really do not know. It is a question I can hardly answer. It seems to me that the changes in the conditions of labour had been going on for a very long period anterior to 1886. We hear a good deal of the changes in modern industry which have been going on, as far as I can make out, for a very long time. We know that more than 100 years ago handlooms were superseded in the north by machinery, and we have had various crises of that kind, by which labour is always changing on the introduction of machinery. It is a process which has been going on for years; it has been gradual, but it has been done all through.
78927. Has that been going on to a greater extent since 1886?—I should have thought not, but I do not know.
78928. I understand from what you say that you would not renew the Unemployed Workmen Act?—I should not renew it.
78929. (*Professor Smart.*) In Paragraph 2 you say that the horse-brooms were taken off; were the horse-brooms taken off for the purpose of making the work longer and more expensive?—For the purpose of making four men do the work of one, that was the idea—dividing the work into smaller fractions. I think that was very general throughout London at that time.
78930. The consequence was that the ratepayers were paying a second poor rate in this new form?—Yes, that is so.
78931. You agree, I think, that no good can come of giving men a few days' work now and then?—Yes.
78932. That is only another form of outdoor relief?—Yes; I am strongly of that opinion.
78933. In Paragraphs 3 and 5 you are very emphatic in pointing out that the various safeguards of the Unemployed Workmen Act have been removed one by one; but is it not the case that the Act was passed by one Government and carried out by another, so that Mr. Long is not to blame?—I think the conditions would have been the same if the same Government had stayed in. That is my opinion.
78934. Mr. Long was very emphatic that under no conditions would money be granted from the Imperial Exchequer?—Yes.
78935. He might possibly have held to that?—But the pressure was very strong. The Central Unemployed Body found themselves with no money at all, and something had to be done.
78936. (*Sir Samuel Provis.*) Mr. Long's statement was not made in connection with the Unemployed Workmen Act at all, was it?—No, it was in connection with his scheme.
78937. And that was before the Act?—Yes.
78938. (*Professor Smart.*) In reference to Paragraph 6, what would you say was the ground to the hostility to investigation on the part of members of distress committees?—I think to a great extent, it is the democratic feeling that is in the air that Jack is as good as his master. I know in my early days, in the joint committee, objections were made to inquiries of employers on the ground that the workmen had as good a right to give a character to an employer as an employer had to give a character to a workman. I think that there is that general spirit which is antagonistic to investigation.
78939. Do not a good many men go on these distress committees without the slightest intention of carrying out the letter of the Act, but principally to show that the Act is a failure?—I do not think that they did at first, but I think that now gradually there may be some growth of that kind of feeling.
78940. Have you not heard men saying they meant to show that the Act was not workable?—Yes, I have; but I do not think I have heard that said in my committee.
78941. In the last sentence of Paragraph 7 you say that "the number of regular workers had to be reduced;" do you mean the regular municipal staff?—Yes.
78942. You are quite certain of that, are you?—That is a quotation from the report of our distress committee of 1906, I think. Everything in Paragraph 7 is taken the reports of our distress committees of 1904–1905 and 1905–1906.
78943. Do you know where we can get particulars of the reclamation work at Farnbridge?—Yes; I think Mr. Lansbury will be able to tell you.
78944. You make a strong point there that the land reclaimed is valued at only £800?—That is so.
78945. Land might be worth nothing till the final touches of reclamation were given, of course?—Yes.
78946. So the present value is no indication whatever of what the value will be at the end of the period?—No. But Mr. Lansbury perhaps could tell you.
78947. (*Mr. Lansbury.*) It is perfectly true, is it not, that it was not only to reclaim a piece of land, but it was also to assist the whole district that that work was undertaken?—Certainly.
78948. So that the value of the work is not to be gauged by the amount of land that remains in the possession of the Central Unemployed Body but by the benefit that accrued to the whole district because of the prevention of privation?—Yes. As a commercial enterprise it would spell bankruptcy to anybody who had spent £20,000 in order to reclaim land valued at £800.
78949. And so no private people could have built this embankment, but it was done as a public improvement for the benefit of the whole of London; just as the Farnbridge reclamation has been done for the benefit of that part of Essex?—That is so.
78950. (*Miss Hill.*) What is the defence against the allegation that it was not built in the most economical and satisfactory way?—
78951. (*Mr. Lansbury.*) Is it not the fact that in connection with the Farnbridge work the committee, of which you were a member, relied upon the advice of a well-known expert all the way through?—Certainly; that is absolutely true; but they undertook the work in the first place without consulting an expert, I think.
78952. No?—Was that so? Of course it was undertaken before I became a member of the committee.
78953. (*Professor Smart.*) In Paragraph 9 you say that in Norway emigration is "almost automatic"; what do you mean by that?—I meant that those who go out first from Norway send for their friends, as a matter of course—I think that is done in Ireland, too—and that there is no State or charitable aid required there at all. It appears to me that the difficulty of raising funds in England now for emigration is so great that unless we initiate, somehow or other, an automatic system, it will break down altogether.
78954. You speak very favourably of labour exchanges; of course you know Mr. Beveridge's opinion of them?—Yes.
78955. Do you share his opinion?—I do not know enough to say that I share all his opinions. But generally speaking I think I should like to see them tried as an experiment. I am afraid I cannot speak with much authority upon them.
78956. What do you mean by these words in Paragraph 10: "The dangers to be avoided are congestion at certain points and a suggestion that registration implies the provision of work?"—What I had in my mind there was that we should have large crowds of people collected round these labour exchanges expecting to be provided with work, and that the old difficulties would reappear

Reduction of regular municipal employees through unemployed relief work.

Value of land reclaimed at Farnbridge.

Question of Norwegian emigrants.

Labour exchanges.

Dangers to be avoided by labour exchanges.

which already have been so very much to the fore in connection with labour bureaux in various parts of London.

78957. Do you mean that they would tend to immobilise labour?—Yes.

78958. Of course, that would be quite in contradiction to the whole idea?—Yes.

78959. And it would get no encouragement from labour exchanges themselves?—No. I think the labour exchanges are quite alive to that difficulty, but it is a question whether in practice it will not be found to be a real difficulty.

78960. In Paragraph 12 you speak of a new danger; I suppose you mean that a professional loafer finds the labour colony an agreeable variation on the workhouse and casual ward?—I think so. That is my point, rather, there.

78961. Is that an *a priori* opinion, or have you seen any evidence of it?—I say in my statement that I have observed lately that the people appear to be satisfied with their colony treatment. Of course, that is merely a straw showing which way the wind blows. Then I have read, to a certain extent, about the German labour colonies; apparently they have created a new class of vagrant or a special class of vagrant, I should say.

78962. In Paragraph 14 you seem to agree that there is a growing proportion of unemployed to population, but you look upon that, I understand, not as a proof of the increasing difficulty of finding work but as rather a proof of increasing disinclination to work, or at least to work steadily?—As I have said before, I believe that this new policy is really a Poor Law policy and that it has created a new form of pauperism.

78963. You think it is the policy that is increasing the number of casuals and not any real economic reason?—Of course there are various causes—a complexity of causes, no doubt; but I think the policy is creating a new form of pauperism, and that that is at least one considerable cause.

78964. In docking, I suppose you would agree that this reserve of labour always waiting to be taken on is in the interests of the employer; might that not be extended to other trades as well, do you think?—It may be in the interests of the employer, but I think it is open to doubt whether this cheap casual labour is in the interests of the employer always.

78965. A reserve of labour is necessary for the working of the present system in some trades, is it not?—I believe it is in some trades, certainly more so in some trades than in others.

78966. So the casual labourer might be increasing owing to new inducements being given to him to increase?—Yes; but on the other hand, since they have reorganised their labour at the docks I believe that they find that it has paid the dock companies to do so. They used always to have an enormous reserve of casual labour waiting, as I understand; but now they have a much smaller reserve and they have found that satisfactory.

78967. If it has paid those dock companies to whom you refer, why has the example not been followed?—That is certainly a question which has to be inquired into, I think.

78968. Does it not look as if your dock employers require a considerable amount of philanthropy in their ideas before they try to decasualise their labour?—I suppose in a great many things people go on in the way in which they have been going on for a great number of years, and new ideas do not strike them. It does seem that there is room for the reorganisation of casual labour in a great many other industries outside the docks, notably in the wharves, where there is no kind of organisation at present.

78969. In Paragraph 19 you say: "The only satisfactory solution is that men should be paid such remuneration while at work as will enable them to provide against times of slackness." Do you find that workers in the seasonal trades are paid high wages?—As a rule, I understand that they are. They ought to be paid such wages whilst they are at work as will enable them to provide for their slack times.

78970. Is that not theoretical entirely?—Is it not so, then?

78971. What about women seasonal workers, for example?—That I could not tell you.

78972. (*Mr. Lansbury.*) Or painters?—I am only saying it ought to be; I am not saying what is. That is what I should like to see. *Mr. William Amyas Bailward.*

78973. (*Professor Smart.*) In the jam trade and the soda water trade, for example, I think you have the lowest paid wages of any in women's labour. In Paragraph 22 you speak of the children "who have had to be kept on at school"; do you mean the children under fourteen who are practically unteachable?—Yes. 21 Oct. 1907.

78974. What is their "unwholesome condition" that you refer to?—They are being kept on at school when they ought to be out at work. Question of keeping backward children at school.

78975. What really is the unwholesome condition that you refer to; is it their being kept at school, or their not being allowed to work, or that there should be such children?—I only throw out that last suggestion rather tentatively. I say, in my own experience, I have known children, who, I think, were doing no good at school kept on at school because they were under fourteen, and I think it is better that such children should be sent out to work.

78976. Generally, I think you adopt a negative attitude towards the whole Act, but you speak with approval of four things, namely, labour exchanges, emigration, decasualisation, and industrial training for the young?—Yes. Certain good elements in Unemployed Workmen Act.

78977. (*Mr. Phelps.*) When you speak as you do of emigration, I gather that what you have in your mind is the men who benefit by being emigrated?—Yes.

78978. Do I understand you to suggest that the labouring population of England is superfluously large?—I should think most of the labour markets are over-crowded at present. Overcrowded labour markets.

78979. Do you think that is mainly due to want of adjustment, or to its being superfluous?—I am afraid I cannot answer that; it is too difficult a question for me to answer.

78980. I wanted to go on to ask whether you think the existing administration puts much difficulty in the way of the migration of labour?—The existing administration or the Poor Law? Immobility of labour, how far affected by Poor Law, by charities and Unemployed Workmen Act.

78981. Take the Poor Law, first of all. You have sat on your settlement committee, I think you say, for several years?—Yes.

78982. Do you find the Act of Settlement is an impediment in the way of people moving about?—It is rather difficult to answer that question now. I should not think it was a really serious grievance nowadays; it has been mitigated to a great extent.

78983. Do you think that the existing administration of charities tends to keep population on a given area?—I think some of the more highly centralised charities in London do no doubt attract and keep people on a given area.

78984. Do you think the differences in workhouse administration or Poor Law administration have much effect upon the movements of population?—I should think not, as a rule, but possibly such special legislation as the Unemployed Workmen Act would have an effect.

78985. Do you think that Act has attracted people into London?—The twelve months' qualification, I suppose, would to some extent be a check upon that.

78986. What I want really to ask you is whether your experience has suggested any way in which we could diminish the pressure of population on given areas and improve its mobility?—If we could keep people in the country a great step would be gained. We have now the new Small Holdings Act which may have some effect in that direction—I do not know, but I hope it may. Desirability of keeping people in country.

78987. With regard to remedial treatment in the workhouses, have you any experience of the employment of teachers, technical or general?—Only by hearsay.

78988-9. You have not any experience in your own workhouse?—We have never employed one in the workhouses I know. There is the chaplain, of course. If you have got a good master and good officers I think they supply the place. Possibility of remedial treatment in workhouse.

Danger of labour colonies becoming too attractive.

New policy of relief creating new form of pauperism.

Question of casual labour and the employers.

Wages in seasonal trades.

Mr. William
Amyas
Bailward.

21 Oct. 1907.

Possibility
of remedial
treatment in
workhouse.

78990. Is not your difficulty in mixing up the classes to find any sphere in which you could employ the people and so forth?—The great difficulty is the employment of people in workhouse. Poor Law guardians have been trying it for the last I do not know how many years, and I do not think they have been at all successful.

78991. Do you not think the atmosphere of a workhouse rather militates against any remedial treatment?—It may, but I think if a man is really keen about getting work outside he may, for a time at all events, be let out on pass to look for work himself, leaving his wife and family chargeable. You have got to be very careful in doing that sort of thing, as it is open to great abuses. We have been doing it now for a good many years in Bethnal Green. At one time we discovered that we had, I think, 100 of what are known as "ghosts" in the workhouse, that is to say, people were let out on pass, they had not been marked out as discharged, but they disappeared and rations were being drawn for them all the time.

Possibility of
combination
of workhouses
for establish-
ing labour
colonies.

78992. Do you think it would be possible to have anything in the way of a combination of workhouses, or a combination of unions for the purpose of establishing colonies?—Yes, I think there probably might be something of that sort. There may be reforms of workhouse administration which are desirable in that direction, but I have never thought about the question myself from that point of view.

Hopelessness
of training
after certain
age.

78993. Do you think that the labour colony has any place as such in the building up of character, or in any remedial process?—I am afraid I am rather hopeless about training people after a certain period of life. In regard to Hollesley Bay, I have observed in our reports that a good number of the men were over forty, and several of them were between fifty and sixty; I think when you are past forty it is rather difficult to train anybody to a new form of life.

Average age
of applicants
for employ-
ment.

78994. The experience is, is it not, that the great majority of applicants for employment are under forty?—Yes, I suppose they are, but I could not answer straight off.

78995. (*Bishop of Ross.*) In the Return the average is given as thirty-five and three-quarters?—But that would mean that there would be men between fifty and sixty in all probability.

Workhouse
classification.

78996. (*Dr. Downes.*) In Paragraph 22 you say: "I see no object in duplicating our workhouse system by a system of labour colonies adopted from abroad"; would that view of yours extend to the classification of workhouses?—No, I do not think it would.

78997. I only want to be quite clear on the point. You do not object to a classification of the various inmates we have in our present workhouses, by means of various institutions, do you?—No.

78998. Or to the provision of means of employment by the provision of various institutions, or in the one institution?—No, I do not object to that.

Emigration.

78999. You say with regard to palliatives you believe emigration to be one of the most effective?—Yes.

79000. From your experience should you expect that the more a man is provided for here, without any effort of his own, the less likely he would be to emigrate?—I should think so, certainly; it seems to me to be an obvious conclusion.

79001. (*Mr. Chandler.*) I think your opinion, if I understand your Statement aright, is that the grants in Bethnal Green, following 1902, were not beneficial to the unemployed?—That is so.

Boards of
guardians
and relief of
unemployed.

79002. You say in Paragraph 2: "Speaking generally, the guardians referred the men to the vestry and the vestry referred them to the guardians, and the unemployed were shuttle-cocked between the two authorities, which was the natural result of having two public bodies to deal with the same question." I understand that in your judgment the board of guardians would be the most suitable people to have to deal with those Bethnal Green unemployed?—I think so, certainly; I think it is a question for the Poor Law. In any case I think one body ought to deal with them, and I think a multiplication of bodies dealing with the same question is a very serious evil.

79003. In Paragraph 15 you express the opinion that Boards of boards of guardians should "spare no pains to get any man who has come into the workhouse exceptionally, and who is really able and anxious to work, back into the labour market." In your experience have you found boards of guardians exert themselves much in that direction, and has your experience led you to believe that as a rule boards of guardians really exert themselves very much in that direction?—I believe a good many boards of guardians do, but I am entirely unable to say what there is in the minds of various boards of guardians. I believe they do very much the same, but I believe the practice might probably be made much more general.

79004. Your experience of your own board may perhaps confirm your view, but of your own personal knowledge you do not know what other boards do?—No, and I could not speak about other boards on that. It is so obvious a thing to do, that I think other boards would do it simply for their own sakes, because they do not want to keep more people in the workhouse than they can help.

79005. I am afraid that that duty is performed in such a perfunctory manner, as a rule, that the question of seeking to get men back into the labour market seldom enters the mind of the average board of guardians?—That may be so.

79006. (*Miss Hill.*) I suppose you think that the more people are placed in a position to help themselves the less likely are we to have a large permanently unemployed class?—Quite so.

79007. And you think that the system set up by the Unemployed Workmen Act are not such as to encourage energy, intelligence and thrift?—I am very strongly of the contrary opinion.

79008. But on the development of such qualities the prosperity of families must in the long run depend?—Yes.

79009. Then you would look upon the people who avail themselves of that abnormal work, or made work, as paupers quite as much as those who come on the rates in any other way?—I have said I look upon it as another form of pauperism?

79010. As regards the seasonal trades, would you consider that if you provide a man with sixteen weeks' work in the winter at a colony, the tendency will be for his master to give him lower wages in the summer, in fact, that such provision of work will really keep a body of casual people able to take ordinary work for a very limited time in the year?—I think it will inevitably re-act upon wages.

79011. In fact, in a sense it is relief in aid of wages?—It seems to me to come to the same thing.

79012. Just as the old Poor Law was?—Yes.

79013. If you get a large class who are expected to return periodically to be supported by the rates, it will mean that their wages outside in the long run will be less and not more?—I think it will be precisely the same.

79014. (*Sir Samuel Provis.*) Referring to Paragraph 5 of your Statement, I am not sure that it does not go a little further than you intend. The restriction as to the receipt of Poor Law relief applies at the present time, does it not?—It was done away with, I think, for a period.

79015. What was provided was this, was it not—that the receipt of relief during a period prior to January 1st 1906, should not disqualify?—Then I think that period was extended, but I am a little hazy in my recollection of what actually did occur. I am only pointing to the fact that that was the case.

79016. This paragraph rather implies that now the restriction as to the receipt of Poor Law relief is abolished altogether, but that is not what you intend to say, I gather?—No; I imagine that comes on again now.

79017. Anybody who has been in receipt of Poor Law relief since January 1st, 1906, is disqualified, and consequently all the persons who have received this unemployed assistance during the present year, could not have been in receipt of Poor Law relief during the past year?—That is so.

guardians
and relief of
unemployed

Effect of
provision of
work upon
character of
individual.

Effect of p
vision of w
upon wage

Question o
restriction
to receipt
Poor Law
relief by
applicants
under Une
mployed Wo
men Act.

79018. Then I do not think any alteration has been made, has it, as to the condition of the payment of a lower wage, which you also refer to in Paragraph 5?—That was a point that was very much insisted on; I do not know that it was actually embodied in the Act, but it was very much insisted on in the first instance by all who urged the adoption of the Act.

79019. It is in the regulations, is it not?—Yes. It was very much insisted upon, for instance, if I remember rightly, in the Report of the London Unemployed Fund; in fact, all the people who were primarily favourable to the passing of this Act insisted on that as a very important restriction.

79020. You do not intend to convey that there has been a relaxation of that since the Act was brought into operation, do you?—No. I ought to have said it never was adopted; it was a relaxation of the original ideas.

79021. The regulations provide that the wage shall be less than that which would under ordinary circumstances be earned by an unskilled labourer in continuous work during the same period in the place at which the work is provided?—That is met now by limiting the hours of work in the week.

79022. That is a mode of carrying it out?—Yes, but if I am right—I may be wrong—I imagine that the ordinary trade union rate, or whatever it is, is paid in this 7d. an hour for one class of labour, and 6d. for another.

79023. (*Mr. Russell Wakefield.*) But for fewer hours a week?—Yes. The point is that the same rate is paid; that is the point I would like to make.

79024. (*Sir Samuel Provis.*) But the actual remuneration received will be less?—Yes. Everybody at first talked about the rate of wages being a lower rate in order to deter people. I do not think it is the fact that the rate of remuneration is less. The hours of work are less, and that appears to me to be rather an attractive thing than otherwise to a great many casual labourers.

79025. I gather that your view is that the Act should not be renewed; supposing it were renewed, have you any

suggestions for its amendment?—I have nothing outside my Statement. It appears to me that possibly you might retain the labour exchanges part and the emigration part of it, but I should like to see all the rest of it swept away.

79026. (*Mr. Russell Wakefield.*) One reason for the number of hours being less was not only that the total remuneration should be less, but that the man should have an opportunity of going to seek for his regular work on one day a week; was that not so?—Yes.

79027. (*Mr. Gardiner.*) Supposing the Act was not renewed, what do you think would happen in certain parts of London?—Of course we have created a great difficulty, and special steps, temporary steps, would have to be taken to meet that, in all probability; but I should like to see the principle done away with altogether. It might be necessary to have special measures to deal with special occasions.

79028. Could you indicate what those special measures should be, other than the appointment of municipal or unemployed bodies?—I have had nothing to do with the creation of the Act, so I do not feel responsible for suggesting any way out of the difficulty. Roughly speaking, we should have to go back and rely upon the Poor Law and charity.

79029. That is practically going back to the old stone-yard, and the Mansion House Relief Fund of twenty-five years ago?—I do not know about going back to the Mansion House Relief Fund of twenty-five years ago. That is not the only alternative.

79030. There is the stone-yard?—We have never set up a stone-yard. We really have not thought about that side of it.

79031. You have not thought what you would do if you were to do away with the present Act, things remaining as they are?—I do not think it is beyond the wit of man to devise some means of dealing with that position.

79032. Have you got a suggestion; that is all I ask?—No, I have not got a suggestion. If you gave me time perhaps I could suggest something.

Mr. FRANCIS MORRIS, recalled; and further Examined.

79033. (*Bishop of Ross.*) You are a member of the Marylebone Distress Committee and a member of the Central Unemployed Body?—Yes.

79034. You have been kind enough to prepare a paper which, with your permission, shall be printed as the gist of your evidence?—Yes. (*The Witness handed in the following Statement.*)

I.—EXTENT OF DISTRESS DUE TO UNEMPLOYMENT.

1. I have been more especially connected with Marylebone. The numbers there registering under the Act were in 1906, 756; 1907, 412.

2. It is obvious that only a proportion of those out of employment registered, but I have no means of correctly estimating what proportion.

3. The class affected was mainly that of the unskilled labourer.

4. In 1906 between one-third and one-fourth were disqualified from want of good character or capacity, and in 1907 nearly half were set aside either from faults of character or through refusal to accept colony work.*

5. Generally there was a very small proportion belonging to any kind of organisation or making any kind of provision for want of work or for sickness.

6. A very considerable proportion of applicants belonged to the building trade, the cause of distress being

* *The Witness subsequently sent the following note:—*

I find in 1905–6 the total number applying was 756—of these 81 were deferred—mostly single and not adjudicated upon. Of the balance, 675, I find 236 were marked ineligible from want of good character or capacity; my statement should have been a little over one-third—I see that when I said between one-third and one-fourth I was taking the proportion between the ineligible and the total applications.

In 1906–7 the total number of applications was 483, of which 102 were deferred and 20 not considered, leaving 361 adjudicated upon from the point of view of character and need. Of these 361, 188 were considered preference and eligible cases, and 173 were marked ineligible. Of these a considerable number were so marked because they refused to consider colony work, and were therefore thought to be in no urgent need.

the seasonal nature of their work, accentuated, no doubt, by general depression.

II.—CAUSES OF DISTRESS DUE TO UNEMPLOYMENT.

7. I think the seasonal nature of certain trades coupled with a lack of effort to adopt complementary callings may be partly responsible.

8. Distress is clearly much increased where there is no kind of provision such as is afforded by trades' union out-of-work pay or any similar form of insurance.

III.—EFFECTS OF DISTRESS DUE TO UNEMPLOYMENT.

9. Enforced idleness for a long period accompanied by privation must, I think, be very demoralising.

IV.—REMEDIES FOR DISTRESS DUE TO UNEMPLOYMENT.

10. *Municipal Employment.*—The special work provided by municipalities prior to the Act was, in my judgment, no remedy. It frequently took the form of a very inadequate dole of work, welcome only to the very casual worker.

11. *Distress Committees.* (i) *Inquiry.*—The Act introduced enquiry and selection, and an attempt at adequate treatment. I believe accuracy in enquiry and selection has varied very considerably in different districts.

(ii) *Labour Bureaux.*—I think a fair trial should be given to this scheme. There is great variety of result at present in different districts. I note that for the four weeks ending July 26th, situations were found in twenty-five districts for 671 men, 260 boys, 209 women and 197 girls. The average for men would be twenty-seven per district, the variation being Greenwich, ninety-four, to Wandsworth, four. The establishment of bureaux should be a convenience to employers and employed, but I do not see how it can be a remedy for a shortage of work.

(iii) *Provided Work.*—The work provided under the Act has been, with the exception of that at Hollesley Bay, almost entirely spade and shovel work. The amount provided has been too small to affect the position materially, and even this was provided late in the winter.

The creation of work not otherwise required in order to provide employment on a large scale would, I think, be impracticable and economically impossible.

Mr. William
Amyas
Bailward.

21 Oct. 1907.

Parts of
Unemployed
Workmen
Act which
might be
retained.

Object of
shortening
hours on
relief work.
Possible
effects of not
renewing
Unemployed
Workmen
Act.

Mr. Francis
Morris.

21 Oct. 1907.

Causes of un-
employment.

Effects of Un-
employment.

Municipal
relief works.

Distress
Committee
inquiries.

Labour
exchanges.

Provision of
relief work.

Mr. Francis
Morris.

21 Oct. 1907.

The standard of efficiency required where only a proportion of men was fitted for the work was necessarily low, but the trade union rate of wage was paid.

The Central Unemployed Body frequently laid emphasis on the fact that their object was to provide work, the question of its commercial value when done being of quite secondary importance.

If any considerable government or municipal work of a more or less unskilled character could be postponed from times of prosperity to times of distress and then carried out in the ordinary way of business I think it might be the most legitimate method of provision of work. Then the trades union rate of wages might be given and a corresponding standard of efficiency demanded.

Emigration
and
Migration.

(iv) *Emigration and Migration.*—In the cases affected this has certainly been the most adequate and effective method of dealing with distress due to unemployment.

In 1905–6 the number of individuals emigrated was 2,216 and in 1906–7 it was 5,385.

A considerable amount of money, I believe about £20,000, more than half the cost, has been given by way of loan and the sum already re-paid promises a fair return of this debt.

The reports as to work and emigrants in Canada have been satisfactory. The problem of unemployment for these families is, we may fairly hope, finally settled and is not as with so many of those applicants left in London a recurrent matter year by year.

Emigration is, however, limited (a) by the willingness of applicants to emigrate and (b) by the continuance of good conditions in the colonies and cannot I think, be regarded as a solution of the question.

Migration has been carried out to a small extent and may probably grow if a system of linking labour exchanges in London with those in the provinces is adopted, but this again does not appear to me more than a very partial remedy.

Labour
colonies.

12. *Labour Farms or Colonies.*—I think the attempt to place London families on the land extremely costly and, on a large scale, impracticable. In times of very exceptional distress, if some form of relief other than that of the Poor Law should become necessary, I should prefer the provision of work on a farm colony to any other form (i) because in practice I find it a more efficient test than any other offer of work and (ii) because I understand the effect upon the physique of the men employed is very good.

Insurance.

13. I have no special knowledge respecting trades union unemployed benefit or municipal insurance but my hope is that some development upon the lines of either or both may be possible; and that any relief required outside such development may be left to the Poor Law or any other institutions dealing with general distress.

79035. (*Bishop of Ross.*) You have already given evidence before the Commission on the Poor Law side of the work, have you not?—Yes.

79036. Therefore, we may confine ourselves to-day strictly to the question of unemployment?—Yes.

Numbers of
unemployed
in Maryle-
bone.

79037. If there is any paragraph in your Statement which you would wish particularly to develop, we should be very glad if you would do so. I see that the numbers registered in Marylebone under the Unemployed Workmen Act were not large?—No, they were not.

79038. But you do not think the numbers registered were any real indication of the number that might or might not be unemployed?—No, I do not think they were.

Status of
applicants to
Marylebone
Distress
Committee.

79039. The Unemployed Workmen Act was passed, I understand, principally for the assistance of the better class of workmen?—Yes.

79040. The object being to keep them off the Poor Law?—Yes.

79041. According to your statement, it has hardly had that result, has it?—Practically, I should say that none of the better class of workmen came to us or almost an insignificant number.

79042. Have you any information as to whether many of the better class of workmen were unemployed?—No, I have no means of arriving at that. Certainly there was no application to the Poor Law.

79043. Those that did apply were principally unskilled workmen?—Yes. Out of the 412, which I think was the total number this last year, 238 were builders' labourers.

79044. There was a great slump in the building trade, was there not?—Yes, and it was the time of the year

when there always is a certain amount of unemployment in the building trade. Effect of unemployment

79045. It was in the winter time?—Yes.

79046. You would regard the privation arising from idleness, naturally, as demoralising?—Certainly.

79047. And consequently, if anything could be done to prevent that privation, it would have a very good social effect?—Certainly.

79048. The difficulty is what to do?—Certainly.

79049. You do not regard municipal employment as a remedy?—No. Municipal relief.

79050. Would you develop that point, please?—I think the municipal employment, as far as I have understood it, was very casual, and it was given under no system. I understand that large numbers were apparently relieved, but they were relieved by small doles of work. I think the general result would be quite as demoralising as being left alone, in fact, more so, because the men would tend to rely upon some work being given to them, and the amount that was given was absolutely inadequate and ineffective.

79051. Comparatively, at least, you think the distress committee a better remedy?—Yes, better than that.

79052. What element do you find in the distress committee that is an improvement upon the old municipal employment?—The work that was given was, for the time, adequate; it was given to fewer people but it was continuous work. I think that was a definite improvement. It has been made perfectly clear, I think, that the attempt to cope with the difficulty by the provision of work has broken down; but that difficulty did not appear as long as a large number of men were apparently relieved. Superiority of Distress Committee relief.

79053. Do you think that the inquiry made by the distress committee was also useful?—Yes. Inquiries by Distress Committee

79054. It helped to sift out the men of better character?—Yes.

79055. Do you think the inquiries were carried out as originally intended by the Act, or was there any relaxation in the inquiries as some seemed to think?—I think the inquiries varied very much in different parts of London. In the emigration work I saw papers from various parts of London, and I think in some cases the evidence was very much more thorough than in others. It is very difficult to tell definitely except for one's own district, of course, but in Marylebone I believe the inquiry was very fairly complete, quite complete enough for the purpose of the inquiry.

79056. You have rather a good opinion, I think, of the labour bureaux, as far as you know them?—Yes. I have a good deal of hope in them, but I do not think one has got further than that. It appears to me that the hopeful side is more in connection with the possibility of migration from one part of England to another. If the exchanges could be linked and people migrated from a district that was over full of labourers to a district where they were needed, I think that would be undoubtedly the most economical method of dealing with the difficulties, and it would be healthy. Labour exchanges.

79057. Your opinion is that you may have pressure and a great mass of unemployed in one place when those people might be required in another part of the country?—I think that is quite probable. As I say, I have no special knowledge, and it is more a hope than anything else that I express.

79058. As a consequence, if there was mobility of labour, the market would, to some extent, at least, regulate itself?—Exactly.

79059. So that the work would not be left undone, and employment would be found for the workers as far as the work was there?—Exactly, and under the ordinary conditions of labour.

79060. But if it comes to a question of shortage of work, that is, if the total amount of work included in the whole of the country be too little for the total number of workers, then your view is that the labour bureau is no remedy for the shortage of work?—Yes, that is as it appears to me.

79061. The labour bureau would not create work in your opinion?—Exactly.

79062. But they would help to regulate work?—Yes.

79063. And you think that that regulation would be in itself of great advantage?—Yes.

How to deal
with rural
population.

79064. It was suggested to the Commission in their peregrinations that the flocking of the agricultural people into the cities and towns had a bad effect, in that it created a congestion of labour or a pressure in various districts, particularly in the ports; do you see any means of relieving that influx and keeping back that influx?—I am afraid I have no special knowledge on that point. One would imagine that the possibility of making the country more attractive to the people who are already there, whether by encouraging holdings, or in any other way, is the only means of doing it. I certainly think it is very much more hopeful to try and keep the people who are in the country there, than to try and get the people who have become Londoners back into the country.

79065. Can you say, from your own knowledge, whether that influx from the country into the cities and towns continues?—I do not think I can.

79066. No doubt it went on some years ago, but some of our witnesses seem to think that it has not continued, at least in any large proportions, up to the present?—I am afraid I have not sufficient knowledge to say.

79067. You have no information upon that point?—No.

79068. But you are distinctly of opinion that if the influx is going on it would be much more valuable to the nation to keep the rural people in the country than to migrate the citizens out to it?—Certainly.

Hollesley
Bay, its
results and
possibilities.

79069. You think the Hollesley Bay experiment has not been quite successful, but you find excusing causes?—I think the Hollesley Bay experiment has not been successful from the point of view of dealing with unemployment. As I have said in my Statement, if there is to be any special method of dealing with very exceptional distress, I should prefer the offer of a test of work at Hollesley Bay to any other form of offered work, for distinct reasons.

79070. The reasons, I think most people would agree with. You find an improvement in the physique of the people, and of course you consider that a reason?—Yes.

79071. And possibly there is some improvement in their mental and moral attitude?—That I have had no means of judging. One of the great advantages to my mind is that it is some considerable test of a man's desire to work. It is a much greater test, I think, to ask him if he is ready to go to a colony and work than it is to offer him more or less easy work in his own borough or anything of that sort.

79072. Assuming that the Hollesley Bay treatment is successful, when you come to deal with a man's future, do you think that he is likely to turn out an efficient agricultural labourer?—I do not think there is anything like enough experience to enable one to judge. My general feeling is that it would be the most expensive means of getting agricultural labourers that we could very well devise. The number that go back upon the land permanently would be, I think, so small in comparison with the expenditure that I would rather look upon it as a means of dealing with a very exceptional condition of the labour market than as anything else.

79073. So it would only be in a period of acute distress that you would carry on the experiment at all, I take it?—Yes.

79074. And when the acute period of distress has passed away, you do not think that the experiment ought to be continued?—No.

Emigration.

79075. At least not beyond the periods when the distress exists?—I think so. You asked me to call your attention to any part of my Statement that I would like to develop. The work that I have been most interested in has been the emigration work. That has been the work to which I have given most of my time at the Central Unemployed Body. I think all the evidence that we have is extremely encouraging as to the results of the work so far as the selected people are concerned. The Chairman of the Emigration Committee has just come back to England, and he brings very encouraging reports. I think it is interesting to note that the cost, after including the cost of working expenses and the providing of money on landing, works out at an average of about £9 per adult. So that in estimating any effective way of dealing with a family, I think one may say that, at the rate of £9 per adult, one can at the present time quite effectively and adequately deal with a family in distress. For the purpose of comparison

of the cost of one treatment with another I think that is an interesting point. *Mr. Francis Morris.*

79076. I presume the cost would vary if a very large number of families were emigrated, and very few single unmarried adults?—When emigrating a family, two children would count as an adult. The main cost is the cost of the passage. In estimating, I have taken an average of £9, based upon something like £15,000 of expenditure, so that it deals with a very considerable number of people. It includes people sent right to the Far West as well as those who remained in the nearer provinces. *21 Oct. 1907.*

Cost of
emigration.

79077. It includes those sent away out to Alberta?—Yes, right out to British Columbia. There are a certain number who are sent right across, but it works out to an average cost of £9.

79078. I presume you would hold that there is plenty of room for them in Canada?—There is at the present time abundant room. *Advantages of emigration.*

79079. And for many years to come?—Yes, I imagine so.

79080. The fertile land in Canada is counted by square miles, I presume, whereas in most countries it is counted by acres?—Yes. In the North-West, of course, the demand for labour is very great indeed.

79081. You look upon emigration principally from the point of view of the emigrants themselves; I presume they were provided for?—Yes, permanently.

79082. You mean their position was permanently improved?—Yes.

79083. And therefore they will not become a burden on the rates in England, or any other parts of the Kingdom?—That is so. Apart from that, they become of distinct use to the Empire.

79084. The Empire in Canada?—Yes.

79085. Would you have any apprehension that the encouragement of emigration would do any harm at home? If a great tide of emigration set in from England to Canada, while it would develop the Empire in Canada, would there be any danger of it doing harm to the home country?—I do not think there would be any danger so far as the application of this Act is concerned, because care is taken only to emigrate those who are out of work. I think it is the fact that those whom we have emigrated would probably have become more demoralised if they had remained in England. We do not send out the men who throw up their employment in order to go. I think the only danger would come when men who were really needed in England threw up their work here for the purpose of going to Canada; but under the provisions of the Act, of course those men could not be dealt with. *How emigration may affect the home country.*

79086. Quite so, but having set the fashion of emigration, do you foresee any danger of men emigrating on their own account?—I think that is rather far off. The conditions in Canada are, to some extent, hard, I mean the work is hard, and I think that a man who is doing well over here would not be likely to be tempted to go out there, except from the point of view possibly of taking capital with him and trying to improve his position on a large scale. I do not think the ordinary man who is doing well here would be likely to go, but of course it is impossible to say that with any certainty.

79087. The natural resources on the other side of the Atlantic are very great, are they not?—Yes. But I think the men have to work very hard, and although the wages are higher, the cost of certain things is higher too. I think there can be no comparison between the position of the man who is in danger of going to pieces over here from want of work, and his position directly he gets over there; but I doubt whether the difference is so great as to tempt men who are doing well over here to embark. Amongst the ordinary people there is a great fear of the unknown, I think; a good many people refuse to emigrate, although one fails to see how they can possibly live here.

79088. But amongst the working classes, is there not also a great tendency to neglect all the conditions except the question of wages? If a working man hears that a comrade on the other side of the Atlantic is earning 20s. a day, and he is earning only 6s. or 8s., will he not have a great desire to look merely at the wage and to

Mr. Francis Morris. forget all the conditions around it?—Presumably, but I have not experienced that.

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79089. I am putting it to you in the future; I know there is no experience of it up to this?—Of course, there has been a great deal of self-help emigration up to this, and indeed the danger that is hinted at by the provision of State emigration is that self-help emigration will be crowded out. But I confess it has not occurred to me that self-help emigration would be on such a scale as to cause any difficulty in England.

Migration under Unemployed Workmen Act.

79090. Is there any other paragraph in your statement that you would wish to expand?—I might just mention perhaps what happened in the last year with respect to migration. It was quite late in the season that any attempt was made to deal with migration, but just in the last months before the holidays some forty-four families, comprising some 215 individuals, were migrated, the cost being £230. They were mostly migrated from London to Wales. That was a beginning in migration work which seemed satisfactory. My feeling about the whole provision of work is that it is not given under what I should call healthy conditions. It is really relief work, as I believe, and none of the conditions under which it is given are those of ordinary industrial labour. I believe that if there is work which ought to be done, it is very much better done under the ordinary conditions of labour where the ordinary task of work is required and the ordinary standard of efficiency demanded. That seems to me to be the great weakness of the whole attempt to create labour for people. You put a man who is used to a spade alongside a man who is not, and you pay them both the rate of wage which is paid to a man who is used to a spade; but the standard of labour in such a case is almost necessarily low, and I think that that is demoralising.

Effects of provision of work.

79091. Because, you mean, a very low standard of labour to the ordinary agricultural labourer would be an impossible standard for the man unaccustomed to the spade?—Exactly. As you cannot expect more of a French polisher, we will say, than a low standard of spade labour, the skilled man who works alongside of him almost necessarily is not inclined to do more.

79092. And so his standard must drop too?—Yes, I think that is so.

79093. In other words, the french polisher would set the pace?—I think so.

Insurance as remedy for unemployment.

79094. In Paragraph 13, you say that you think municipal insurance might be developed to help to relieve the unemployed?—Yes, or the Trade Union Unemployed Benefit. But I ought to say that my special knowledge on that head is *nil*. Seeing no other way out of it, this appears to me to be the most likely remedy, supplemented by all the organisations that deal with distress.

Proper principles of work provided by State or municipalities

79095. (*Miss Hill*.) I was interested to see that you say you consider if any government or municipal work is put in hand, it ought to be carried out in the ordinary way of business?—Yes.

79096. You think that would stimulate the work and develop the character very much more than the present plan?—I think so, certainly.

79097. And ought to relieve the market in a very much more healthy way?—Yes; my feeling is that whatever work is now supplied, if it is necessary work, should be supplied under the ordinary conditions of labour which are healthy.

Migration.

79098. With regard to the migration, you say you migrated forty-four families?—Yes.

79099. Did they go away to the manufacturing districts?—They went mainly to Wales.

79100. They were men?—No, families.

79101. They went to South Wales mainly?—Yes.

79102. Have they been away long enough ago to judge at all of the success of it?—I think so. I think if most of them had come back we should know it. I think if a family has been transplanted and has remained for a month or two it is a quite hopeful case.

79103. You had no difficulty in doing that; there were no trade disputes, or any other difficulties of that kind?—No.

79104. Have you migrated any widows with children?—No.

79105. Has that been considered at all?—We can only take cases that have been referred to us, of course. We have not, as far as my memory goes, had cases of widows with children referred to us. The cases referred would be cases which in the ordinary way would come before the distress committee, and probably be men out of work with families.

79106. With regard to the labour bureaux, I suppose your view is that they would much more quickly and economically sort the people to places where there was a demand for labour?—Yes. Advantages of labour exchanges.

79107. And abolish the ridiculous plan of walking round to look for work?—Yes, I was hoping if they could be linked with labour exchanges all over the country there would be some possibility of sending a really considerable number of people to a district where they were wanted.

79108. At any rate, they could do no harm?—They could do no harm.

79109. They would forward information which would then be available for all?—Yes.

79110. Have you any idea that the labour bureau should be dissociated from any body receiving applications for what is practically relief?—I think so, certainly. Proper authority to manage labour exchanges.

79111. What body would you propose to put them under?—That I have not thought of. I suppose the Board of Trade could deal with them. At the present time I think they are not very much associated in London with the idea of relief; they are held in separate establishments, and every effort is made to dissociate them in every way from the ordinary distress committee work.

79112. I suppose the real difficulty about them is that the people whom one is wanting to move are not primarily wanted anywhere? It would be the skilled labourers that would be in great request?—The families that were migrated to Wales were unskilled; they wanted a certain amount of unskilled labour there.

79113. With regard to the trade unions and unemployed benefit or unemployed insurance, has that taken any particular shape in your mind, as to whether it should be wholly voluntary or at all compulsory?—My hope is that the condition of the people will gradually improve to the extent that they will be able themselves to create some system of insurance. I have not sufficient knowledge of the whole subject to be able to speak with any authority upon it. Insurance against unemployment

79114. The difficulty is not so much the question of method, is it, as of self-control, because the price of a single pot of beer would do something, or some of the sweets. There is a great deal of money wasted which, with people who had any great motive for saving, would be saved, would it not?—Yes, undoubtedly. On the other hand, with the very casual labourer, who very often has a very large family, the conditions make it rather difficult, I think.

79115. It might make it difficult for him, but it is more imperative on him to equalise his earnings; but he does not see all that because of the pillows which are put all round him to prop him up when he falls?—There is truth in that.

79116. One sees people with much lower wages and quite as irregular work providing for themselves in the winter months, does not one? I think the motive seems the great thing?—Generally, no doubt, it would be infinitely better if the men could by themselves and from themselves create an organisation dealing with unemployed times.

79117. You had no special scheme? It was only general?—No; I said I had no special knowledge.

79118. (*Mr. Lock*.) With regard to your suggestion in Paragraph 12, do you think that the farm colony which you thought might be relied upon should be in connection with the Poor Law?—I was not thinking of a Poor Law colony at the time. I was thinking rather of a means of dealing with a very exceptional condition of things, such as was supposed to have arisen when these colonies were established. I think the Poor Law colony with powers of detention is rather a different idea. Labour colonies and Poor Law farm colonies

79119. I wanted to get at that?—I certainly would like to see some Poor Law colony, or workhouse practically, in the country with powers of detention, with

conditions for dealing with paupers. I was not thinking of paupers at all when I wrote this paragraph. I was thinking rather of exceptional conditions in the labour market.

79120. Do you think that your suggestion would be that there should be some such provision available for a farm colony to meet depression?—I might if some form of help other than that of the Poor Law should be necessary. I had hardly got to the point of actually advocating it. I felt if one has a very exceptional condition of things, and has to provide work, I would rather provide it in that way than by any other that has come before me yet.

79121. Still it might not be wanted?—It might not be wanted.

Question whether Poor Law should provide employment. 79122. Might I put it to you from the Poor Law point of view; do you think it is right that the Poor Law should be looked upon as an employment authority?—No, I think the Poor Law is a body dealing with destitution.

79123. Would you be prepared to admit into the Act of Queen Elizabeth sections referring to the employment of people?—I am not sure that I should not like to have some power of relieving distress by a condition of forced employment.

79124. Might not you retain the power of relieving distress in any way you please without specifically stating in the statute that one of the objects of the Poor Law was to provide employment?—Certainly.

79125. It would be better for you to have the power of dealing with the case on lines of general destitution with a free hand?—Yes; I think it is quite impossible for the Poor Law at present to provide employment.

Effects of labour colonies. 79126. With regard to these various colonies and proposals of recent date, do you think that there is any ground for believing they can be used in such a way as to regenerate those that are sent to them so that they can come back in a better position to the economic world?—I think they can improve certain families from the point of view of general health and spirits; but except with a few cases, which may possibly be placed on the land, I do not see any other outlet. As I said before, I think the difficulty there is the cost. I think the cost is prohibitive altogether.

79127. But granted you spent a great deal in teachers, and all the rest, do you think you would get results which socially would make good what you had done in the way of energy, action and all the rest?—No; because I think that the difficulty would be to train these people so as to place them on the land. As I said before, I should concentrate all my efforts to keep those who are on the land there, rather than attempt to place Londoners back on the land.

79128. Therefore the colony would be in the wrong direction?—I think it would be ineffective.

Unemployed Workmen Act, certain good provisions in it. 79129. Have you in mind at all the abolition of the system which has come into force under the recent Act for the unemployed workmen? Would you acquiesce in that?—Yes, with certain exceptions. I should like to see a distinct chance given to the labour exchanges, and while the conditions remain as they are, and the demand in Canada is as it is, I should like to see some further facilities for emigration.

79130. Those two allowed, the rest of the Act may vanish?—I should think so.

Results of Unemployed Workmen Act in Marylebone and elsewhere. 79131. And you would be prepared to deal with future difficulties and depressions as they arose?—Yes. My feeling is confined to some extent to the parish I know, and my strong belief is that so far as Marylebone is concerned the Act has had very little influence on us at all; the numbers allowed to us have been very small and insignificant as compared with our population, therefore it does not appear to me that it would really affect our conditions very much whether the Act were continued or not.

79132. You are on the central committee, are you not?—Yes.

79133. Judging from your survey of different parts of London, would you apply that criticism to other parts, or have they been very largely assisted?—Some very largely as compared with Marylebone.

79134. What were the figures?—Marylebone had 1½ per cent. allotment of vacancies and Poplar I think had 7 per cent. (Mr. Lansbury will correct me if I am wrong), and I think Woolwich had about 7. The emigration work was not on the percentage system, but the provision of work was about in that proportion.

79135. But even on those percentages the greatest amount received for a poor district was very small?—Yes, it would be 7 per cent. of the number of places that could be found.

79136. That would amount about to how much?—I do not think I can quite say off-hand how many. Perhaps Mr. Lansbury would know how many places were allowed to Poplar.

79137. It is a matter of small numbers?—Yes.

79138. Therefore, with all this new machinery with regard to test and enquiry, the net result is a very small thing?—Very small.

79139. So that on the face of it the removal of the machinery would not do much one way or the other?—I think not.

79140. (Mr. Lansbury.) Supposing the machinery were all removed, do you think we should go back to the borough council business that you deplore?—I do not think so, because I think the borough councils have rather got to the end of their tether. I know the borough council of Marylebone has no idea where it could provide any work, and the only opening it appears to me would be that which was adopted by one of the borough councils, of doing away with machinery and employing hand labour. I hardly think they would attempt again to apply that method.

79141. That was done after the Act came into operation?—It was the doing away with the horse broom and doing the work by hand. I think that was at Stepney after the London Unemployed Fund had started.

79142. The question I want to get settled is this: you deplore what was done before the passing of the Act, is not it the fact that the borough councils when they waited upon Mr. Long pointed out to him that they had reached the end of their tether both from the point of view of finding work and finding money, and something had to be done to take the place of what had been going on for nearly twenty years, namely, work each winter by the borough councils?—I do not remember, but I have no doubt that is so. At the same time the net result, as I said just now, I think has been comparatively insignificant.

79143. In the figures that Mr. Loch and you agreed upon just now, you left out of account any work that was done by bodies other than the Central Unemployed Body?—That is so: the first year the other bodies did do a certain amount of work, but I think I am right in the belief that latterly the other bodies have provided next to nothing.

79144. That remains to be seen, does it not, rather?—For this year. Certainly in my own district the borough Council not only say they have no special work, but they say they have anticipated everything they could anticipate.

79145. Do you say there has been or has not been acute distress in London through want of employment?—I have no doubt there has been a certain amount of acute distress, but I do not think the result of the Unemployed Workmen Act has been significant. I think if it were abolished the net result on London would be hardly felt.

79146. That is viewing it for Marylebone, is it not?—No, I should say in viewing it as a whole the total number of places allotted for work demanded has been insignificant.

79147. It has been very small?—So small that in comparison with the numbers who have registered I should have thought the result would have been almost negligible.

79148. Cannot that answer be used for an extension of the Act as well as the abolition of the Act provided there has been, as you say, acute distress in London?—I hold that the attempt to provide work has failed, and that any attempt to increase the provision of work must also fail.

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Results of Unemployed Workmen Act in Marylebone and elsewhere.

Question of possibility of Borough Councils providing work.

Results of Unemployed Workmen Act in London.

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Morris.

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Difficulties of
Central (Un-
employed)
Body.

Question of
relief work as
a remedy for
unemploy-
ment.

Assistance
by charitable
agencies.

79149. The attempt only failed through lack of money surely?—I think not. I think at the present time the Central Unemployed Body is labouring under the difficulty that it cannot get the schemes.

79150. It cannot get work?—It cannot get schemes of work; the money is available for the provision of it.

79151. Is not the Central Unemployed Body limited in its power to obtain work?—Only by the fact that it must not obtain work which would be done in the ordinary course of things by the borough councils.

79152. Does that not rather point to this, instead of that limitation being put on the central body they, or whoever has this power in hand, should have wider power of providing employment?—I should have thought not. I should have thought the contention was perfectly right that if the work was required to be done by the borough council they should do it.

79153. Apart from the borough council and apart from London altogether?—Then what bodies do you suggest?

79154. I have not got to say what I suggest?—I think the same argument applies that if work is really required to be done it should be done in the ordinary course of things.

79155. I am trying to find this out from you: you acknowledge that there is acute distress in London through lack of employment, you go on to say that this Act has failed because it has only employed so very few people, and therefore it has not relieved acute distress. That is, as I understand, your argument. I am putting it to you that if that is so then we want some machinery which would relieve the acute distress by actually providing employment?—I can only say that in my judgment the provision of work as a means of relieving that distress has proved to be a failure.

79156. The provision of certain kinds of work and in certain ways?—I cannot think of any kind of work which should be done that should not be done in the ordinary course of things under the ordinary conditions of labour.

79157. You mean by private people?—By whatever body, private or otherwise, the work should be done.

79158. So you would not have any objection on principle to the State organising afforestation or agriculture purely to keep people in the country?—I know very little of the subject, but I suppose if afforestation was a desirable thing on its own account it would be quite right for the State to undertake it, but I should not think it would be advisable for the State to undertake afforestation for the purpose of providing employment apart from the question as to whether the work should be done or not.

79159. Then the sum and substance of it all is that the people who are out of work in London and in other centres—I suppose you admit that some of them are out of work through no fault of their own?—Yes.

79160. That these people have either to put up with it or clear out to Canada; that is really your final word on the subject?—I do not think I have got farther than saying that I do not think certain ways are the ways out.

79161. I suggest to you that as a social student it is not enough to tell a man who is out of employment that the way he is being helped is a very bad way, unless you have another way to show him how he should be helped?—The only suggestions that I could think of, and I admit upon this I have no very great amount of information, were the suggestions that some form of insurance when in work against the risk of being out of work might be possible; that it might be possible for men who have seasonal work to try and adopt during the slack season some other form of employment; It might also be possible in certain cases of distress to relieve them by existing agencies, because after all this work provided is relief, and there are, quite apart from the Poor Law, existing agencies which are doing a very great deal of relief in certain cases of individual distress.

79162. What are those agencies?—There are charitable agencies of various sorts.

79163. Can you tell me one of them in the East End?—I should have thought all the charitable agencies that cluster round a parish, there must be many in the East End.

79164. You mean the clergy and vicars of parishes?— Assistance Yes, the clergy in part: in certain individual cases of by charitable distress, there are charitable agencies that help them. agencies.

79165. You have not any very definite knowledge of them?—Of course, in my own district I have. In my own district in certain cases where men are out of work they get help through the Charity Organisation Society under certain conditions.

79166. The conditions being that there is a hope for them at the finish to get work?—Yes.

79167. And that must be there?—Yes, but efforts are very frequently made to secure it.

79168. You do not consider that help in that sort of way demoralises a man?—I do not think it demoralises him more than work that is found which is relief work.

79169. I did not say it was; all I want to find out is whether the one is as bad as the other, that you are making him lean on something?—If a man is in distress, not through his own fault, I do not think his being helped out of distress is demoralising.

79170. Whichever way he is helped?—Whichever way he is helped. If you find that he could not have made any provision for himself, there is no demoralisation. I think there is demoralisation in this work which is provided where a man is tempted not to put in his full capacity for work.

79171. Would you say that the work which has been given by the Central Body has not brought out in the men the best that is in the men?—I do not think I could tell. One has heard a good deal on one side and on the other. Effects of work given by Central (Unemployed) Body.

79172. Have you seen any of it yourself?—I think it is disquieting when one sees the value that is put upon the work that is done. I notice that the value that has quite recently been put by the London County Council upon the work that was done last year, is extremely low, even considering that most of the men put on were men very largely of the unskilled workmen type. In spite of the fact that they were not particularly well qualified, I think it is disquieting that their work is valued at so little.

79173. You understand that the London County Council depreciates the value (I forget the percentage), from the fact that the work was anticipated, and in the case of the asylum at Epsom, they depreciated the work because they said it might have been done by the inmates?—The value it has just fixed on. Work costing £12,000 in wages has been £3,000.

79174. If they depreciated the value of the work by knocking off a heavy percentage because the work was anticipated, you cannot put that against the men surely?—No, but it is universally calculated, is it not, that the value of the work is considerably below the value in the ordinary open market. Value of work done.

79175. But it is also conceded, is it not, that the men are not in a fit condition to do the work?—Yes, that Condition of men assisted. illustrates my point that you get necessarily a very low standard which must be demoralising to the men who can do better work.

79176. What are you to do with these men, it seems to me it is a vicious circle we go round in and at the end there is nothing for it but to kill them. They must not be emigrated, they are too weak; they must not be put to work because that lowers the standard. I do not know what it is you propose to do with them?—I did not say they must not be emigrated.

79177. But the Canadian Government says so?—The Canadian Government has not refused any we have emigrated except one man who had had rheumatic fever very badly, and who had concealed it from us. Condition of men emigrated to Canada.

79178. Is not that because you take the most efficient, and those of the best physique? Is it not true that all have to pass a doctor?—They have to pass a doctor, but the number that is refused by the doctor is extremely small. I hardly remember a case that the doctor has refused.

79179. You think a physically weak person is not a person likely to have the enterprise to face the unknown, which you told us had certain terrors?—I think the man who is weak because he has had a period of hardship,

who was not constitutionally weakly, but is run down, is not a man that would be refused at all. On his voyage he gets ample food, and by the time he arrives in Canada he would probably be quite sufficiently able to meet the needs.

79180. So you think we do send inefficient to Canada ?—No, we send men who are in danger of becoming inefficient if they stayed over here. If they are run down by reason of hardship, I should not call them inefficient, because they can recover.

79181. I understood you to say that you are in favour of the migratory portion of the work that you are doing ?—Yes.

79182. A number of those men that you sent to South Wales were men who had been to Hollesley Bay, were they not ?—I do not know. I think that is a very healthy method of dealing with them.

79183. It is true, is it not, that some of the men from Hollesley Bay have gone to situations as gardeners ?—Yes, but very few.

79184. Very few because there were very few situations ?—Exactly.

79185. To go back to their making their own provision by insurance, would you say it is possible for an average person in a seasonal trade to make provision for two or three months out of employment ?—Perhaps I ought not to have put that last paragraph in my Statement, because I cannot pretend to know much about it, but I should have thought it would be possible to have some sort of combination, as does exist, I understand, in Germany, by which the employers and the employed should combine to provide against periods of unemployment, even with the man who is a seasonal hand. If the man who is a seasonal hand is of so poor a type that he is more often out of employment than in, then I am afraid I should feel that he could reasonably be left to existing agencies to deal with, he would be the exception.

79186. You mean the Poor Law ?—Yes.

79187. Do you think the ordinary unskilled labourer is able to make provision out of his wages for periods of unemployment ?—My experience is this, that in Marylebone where we have no able-bodied outdoor relief at all, and where our trading industry is very largely the building trade, as a matter of fact we have not had any very large influx into our workhouse, and one way or another they have managed to pull through, even under existing conditions.

79188. They may have had tremendous sufferings, and a good many people may have died natural deaths for want of food, and that sort of thing ?—One has no evidence of that.

79189. You have a high death rate amongst children during periods of great depression. Marylebone is a very awkward place to be thrown at me all the time, because some portions of it are extremely wealthy and so very healthy that it brings down your average considerably ?—I can only speak intimately of Marylebone ; I know it fairly intimately.

79190. I suggest that Marylebone cannot be compared with a place like Stepney, Poplar, or West Ham ?—On the other hand we have a very large district in Marylebone that is extremely poor and not very self-reliant, it is largely occupied by unskilled men in the building trade.

79191. And on the other hand there are plenty of rich people to subscribe to the charities in the churches, or those agencies you are continually telling me about, to keep them going ?—There are some rich people.

79192. (Mr. Lock.) Do you account for them being able to get through to the fact that there are charities in that place ?—No.

79193. Would you say these unskilled people are kept alive by the charities in the place ?—No. I think instead of insurance at the present time there is a system of credit which practically carries them through.

79194. (Mr. Lansbury.) Therefore you would not say that the system of Poor Law relief carries them through either ?—No.

79195. I do not mean in Marylebone, but in any other district ?—I was only hoping as they pulled through in Marylebone by this system of credit, it might be possible

to have some system of insurance which they could join, by which to a very large extent they might provide in that way. *Mr. Francis Morris.*

79196. Have you discussed this matter with any trade union leaders, or trade union members ?—No, I have not.

79197. Are you aware that no unskilled trade union is able, because of the difficulties of the employment, to have out-of-work pay ?—No, in fact I was under the impression that one of the labourers' unions had out-of-work pay ; but I understand from what you say that I am mistaken in that.

79198. (Mr. Russell Wakefield.) In Paragraph 11, Difficulty of Section 3, you say : "The amount of work provided finding work has been too small to affect the position materially, and for relief even this was provided late in the winter." Would you under Unem- mind saying what date you mean by "late in the winter" ? employed Work- men Act.

79199. Has not the whole question been rendered extremely difficult by the fact that work is so hard to get that you may have a great deal of money and plenty of people ready to work, and yet the actual work itself is so extremely difficult to find ?—Yes, work which will satisfy the conditions of the Local Government Board.

79200. I see a little further on you say : "If any con- Anticipated siderable government or municipal work of a more or and post- less unskilled character could be postponed from times of poned work. prosperity to times of distress, and then carried out," and so on. Has not that been done to a great extent by municipalities in London ? Has not there been antici- pated work ?—There has been anticipated work which is the converse of postponed work.—Municipalities have been pressed to find work, and anything that could be pushed ahead they have done in advance, until now they cannot find any.

79201. Your distress committee was discussing that question the other day ?—It was.

79202. There was absolutely nothing in Marylebone that the distress committee could anticipate ?—That is so.

79203. The immense size of London and the difficulty Failure of of finding work in the centre has greatly increased the attempt to work of the unemployed body ?—Yes, I think the idea of providework. the provision of work has broken down altogether. Work that is not really needed cannot be created.

79204. (Mr. Lock.) Do you think it would be possible Question of taking Marylebone as an area, with a certain number of Local Fund unemployed men in it, who are now living on credit and for insurance have to pay back what they earn in the form of debts, to against un- employment. establish any kind of common fund for the district which would be in the nature of an unemployed fund ?—Do you mean in which the men themselves would combine for the purpose of providing ?

79205. Yes ?—I have had no experience to guide me as to how far it would be possible.

79206. It has never occurred to you that it might be possible to have for that area, for instance, a collector, and people being joined into one body for this purpose, the collections being brought in, as they would say in the Prudential, to lay by money in the summer for use in the winter, or at any rate against seasonal depression ?—I think it is possible. I should have hoped if anything of the kind had been done that the employers might have joined in some such scheme. I think the men would require a good deal of encouragement to make such a scheme a success.

79207. Are the employers sufficiently local to make that possible ?—In seasonal trades very largely. A good many of the builders who employ men are local.

79208. If any scheme of that sort could be adopted, you think that would provide against want in times of unemployment ?—I have not got further than hoping. I do feel in answering any questions upon this matter I cannot claim any experience. I hope that it would be so.

79209. In principle, would you be against any proposal in which in the contract for wages the employer undertook to deduct from the wages a certain sum that would be laid by for times of unemployment ?—That would be on the lines that I suggest.

79210. You would not object to it on the ground that it was made compulsory ?—No.

21 Oct. 1907.

Mr. CHARLES PROCTOR LARNER, called ; and Examined.

Mr. Charles P. Larner
21 Oct. 1907. 79211. (Chairman.) You are the Chairman of the Woolwich Distress Committee and District Secretary of the Charity Organisation Society for the Borough of Woolwich?—I am.

79212. You have prepared a statement, which we will treat as your evidence-in-chief if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

1. For some years past I have been engaged in work in Woolwich which has enabled me to follow fairly closely the conditions which have been set up in the borough through lack of employment. I propose briefly to state what these conditions are, and what steps have been and are being taken to meet the difficulties involved, following the lines suggested in the Syllabus.

Borough of Woolwich ; population, etc.
2. The borough of Woolwich, formed in 1899, consists of the parishes of Woolwich, Plumstead, and Eltham. It is not co-terminous with the Poor Law Union of Woolwich, which excludes Eltham, but takes in the parish of Charlton in the borough of Greenwich. The population of the borough of Woolwich in 1901 was 117,165; the estimated population in 1904 was 125,791; and in 1907, 129,336.

Labour conditions in Woolwich.
3. A large part of Woolwich parish, most of Plumstead and a large portion of Eltham, are entirely working-class districts. The Government is emphatically the chief employer of labour, though there are several large firms with their factories in the district. The development of Plumstead and Eltham caused a small boom in the building trades, and many bricklayers, carpenters, painters and labourers live in the district, but Arsenal and dockyard men have greatly predominated.

4. As might be expected, very many of the men working in the Arsenal and dockyard have been in the Army, and a few in the Navy. A considerable number are in the reserve or in receipt of pensions. In fact, so far as my observation goes, the proportion of weekly wage-earners living in Woolwich who have been in one of the services is very great. Very few of them have learnt any trade, but understanding that preference is given in the Arsenal and dockyard to soldiers and sailors, they not unnaturally, on getting their discharge, make for Woolwich in the hope of being taken on.

5. Two facts lead me to judge that, as a working-class district, Woolwich compares very favourably with other parts of London. The Royal Arsenal Co-Operative Society, founded in 1869 with forty-seven members and a capital of £27, has now 26,193 members and a capital of £312,639. I am informed on good authority that 25 per cent. of the houses in the borough have been or are being purchased by the occupiers, a higher percentage than in any other part of the Metropolis. A large proportion is small house property.

Cyclical depressions in Woolwich.
6. There have been, I understand, during the past forty years, three very serious depressions and lack of employment in Woolwich—the first in 1869, on the closing of the dockyard (it is now used for storage purposes mainly). In 1886 the district again suffered. Woolwich is now going through the third. Of the first two I know nothing, except by report, but there is little doubt that the effects of the dockyard closing were felt for a long time. With respect to the present position, the following figures will tend to show that the position at Woolwich is chiefly caused by Arsenal and dockyard reductions. On November 12th, 1906, the Secretary of State for War stated that the number of men employed in the Royal Arsenal was:—In the year 1901-2: minimum, 21,959; maximum, 24,616. In the year 1903-4: minimum, 18,474; maximum, 19,731. In the year 1905-6: minimum, 17,506; maximum, 18,213. On July 23rd, 1907, the number given of men employed in the Arsenal was 12,311, and discharges continued up to September 28th, 1907. In the dockyard the maximum number was 1,705 in the year 1901-2. This fell to a maximum of 579 in the year 1905-6. I do not say that Woolwich had to bear all the loss and to meet all the difficulty which such a dislocation of industrial energy would suggest. Men came and went, night and morning, from all parts of London and outside London, attracted by the work and wages which the Arsenal offered,

but when all allowances are made, it is on the Woolwich district that the chief loss has fallen. As the building trade flourished with the Arsenal boom, so, the boom having died away, it has likewise suffered, and building operations have practically stopped.

7. The causes may, I think, be reduced to two in number. First and foremost, the Arsenal discharges. In a minor degree, the depression in the building trade. Causes of distress in Woolwich.

8. The effects of the lack of employment are evident in various ways:—e.g., take the number of empty houses in the borough. In 1901 these were given as 180. In 1904 they had mounted up to 400. The latest return—this year—gives the number 1,200. This increase is brought about mainly in two ways:—(1) Many have left the district altogether; (2) a considerable number of people have given up their homes and taken rooms through the reduction in their incomes. Rents have also been lowered. A large building estate which was being developed by the Co-operative Society are letting houses at 10s. a week which formerly fetched 14s., and further building operations have been stopped. Many of the Woolwich working men buy the houses in which they live through a building society. One of the largest of these societies working in this district has, during the past two or three years, had to revise its agreements and to capitalise a great deal of arrears. On all sides there are complaints of private traders, and quite a number of old-established firms have closed. The recent revision of the voting lists shows a large reduction of voters. Results of unemployment in Woolwich.

9. In February, 1903, the Borough Council appointed a special Committee on Unemployment, and on the latter's recommendation various conferences were held on the subject. In November, 1904, a Joint Committee, consisting largely of those who had attended the conferences, was formed in accordance with Mr. Long's scheme. The register was opened on the 24th of that month. The Borough Council voted £50 for initial expenses, and placed the Old Town Hall at the disposal of the Committee. The Board of Guardians engaged an extra relieving officer to work under the Committee. The number of applications was 1,001, and of this number 553 was considered to come within the scope of Mr. Long's scheme. It may be noted that 444 of the applicants described themselves as labourers. The Borough Council, in a supplementary estimate, voted £4,000 for schemes of work drawn up by their Works Committee. The Joint Committee took advantage, in conjunction with the Works Committee, of an offer of £400, representing 25 per cent. of the cost of labour of the Central Unemployed Committee, to enable the Borough Council to carry on special work. The 25 per cent. was designed to meet the extra cost entailed by the season when the work was done, and the lower degree of efficiency of the men employed. The surveyor gave it as his opinion that the grant fully recouped the Council. A great deal of time and labour was given by members of the Committee and others, during the winter, in endeavouring to make the Woolwich portion of the scheme a success. Through the Borough Council and the Central Unemployed Committee work was found for 318 men and in other ways for 121 more. Regarding the character of the men the reports of the superintendents at the Central Unemployed Committee's works gave the Woolwich men the second highest percentage in the "good" division, being nearly twice as high as the whole of London. This would suggest a considerable amount of care on the part of the Committee who sent them. Operation of Mr. Long's Scheme at Woolwich.

10. The first report of the Woolwich Distress Committee Unemployed Workmen Act; Woolwich Distress Committee, etc.
for the year 1905-6 shows that they had to deal with 1,553 applications from men, and with forty-three from women. Of the men, fifty-two were sent to the Central Body's working colonies for various periods; 128 had work given to them by the Central Body, in and near London, and the Borough Council found work for 227. Thirty married men with their families, and thirty-three single men—a total of 152 persons—were emigrated. In the late summer of 1906 an inquiry was made into the then condition of the applicants. Apart from those who had left the district, or about whom no information could be gained, 499 were found to be in work, but no less than 483 were out of work. The report for last year (1906-7)

has just been issued, and shows that 1,726 men and thirty-two women applied for work. The Central Body found work for 135 men for an average of seven to eight weeks, and sent to their working colonies a further forty-six men for about fifteen weeks each. The Borough Council gave no work, but employment for varying periods was obtained for sixteen men. The Committee did a good deal of emigration and migration work; 301 men, representing 987 persons, were emigrated, and forty men, representing 220 persons, were migrated, chiefly to the North of England. Of the men who applied for work in 1906-7, it was found that 483 had registered in the preceding year, and of those who applied in 1905-6, 327 had been registered at the old Joint Committee.

11. A labour bureau has been established under the Unemployed Workmen Act, and has been working a year; 2,257 names have been registered. The bureau has been supplied with lists of the names of men about to be discharged from the Arsenal, but otherwise employers do not appear to have made an extensive use of it, nor do the trade unions support it. I am unable to see what substantial benefit the bureaux are likely to bring, either to masters or men. If there is a demand for any particular form of labour in any district, the news quickly spreads by means of the ordinary channels—trade societies, and the Press, etc., and the supply follows that demand. At any rate, I have not yet seen it fail.

12. The labour colonies, as at present constituted, seem to offer little help in the way of solving the question of the unemployed. The Woolwich men sent to the colonies were carefully picked; with few exceptions they both worked and behaved well. They stayed there four months, and then returned to London generally much better physically for their regular life under healthy conditions, but beyond this benefit and keeping the home together during the time, one asks: What good was served?

13. The Act of 1905 has, in my opinion, been of distinct use to the Woolwich district, but it must not be forgotten that the condition of things there has been quite abnormal. Complaints were made that the Distress Committee did so little in giving work. The empty houses in the borough show that there has been a large exodus, and to that extent the future difficulty is less. Can one believe that this would be the case if the Distress Committee during the past two winters had been able to give work practically to all who asked? I think, too, that the comparative security of work had some effect in making the emigration and migration side of the Committee's efforts easier, and the reports from Canada from many of the emigrants themselves have been such as to justify this part of the Act. Should it be continued, I should like to see the emigration clauses recognised as its most valuable powers. Personally, after having had some experience of the work of the Joint Committee and the Distress Committee under the 1905 Act, I am entirely in favour of the former. It called forth more local interests. The numbers showed more enthusiasm. Unlike the Distress Committee, there was an absence of party politics, and, apart from emigration and migration, it did much to meet the local difficulty. Provided that a satisfactory arrangement could be arrived at with regard to emigration, I think that Committees, similar in constitution to the Joint Committee, would in many ways, such as elasticity of treatment, freedom from party politics, local interest, serve districts better than the present Distress Committees.

79213. (*Chairman.*) Have you any knowledge of Poor Law administration in Woolwich?—Only in connection with a good deal of intimate work with the Charity Organisation Society. We have been on excellent terms.

79214. You give in your statement an account of Woolwich. Under normal conditions is there a considerable number of persons who are unemployed?—I should say not more than an ordinary fairly prosperous industrial district in London. I speak prior to the time of 1899, when of course the work at the Arsenal became quite abnormal.

79215. There seems to be a great distinction between Woolwich and other parts of London. You have there a vast highly-organised industry under the Government which I understand gives the very large mass of employment?—That is so.

79216. And there is not much besides, is there?—I should not like to say there is not much besides. The population of Woolwich is nearly 130,000, and as to Arsenal employment, I believe Mr. Haldane's last figures were 8,000, being the minimum number to be employed in the Ordnance factories.

79217. But there were 24,000 employed in 1901-2, I notice?—I am taking the latest return of the estimated population of the town clerk this year, but still I should not like to mislead the Commission; by far the chief employer at Woolwich, as I have said, is the Government.

79218. The Government avail themselves of a number of men who are in receipt of pensions from the Army and the Navy?—That is so.

79219. They therefore have these pensions in addition to anything they may earn?—That is so.

79220. The figures you give are rather remarkable. The maximum in 1901 employed at the Arsenal was 24,600, and the maximum number on July 23rd, 1907, was only 12,300, a reduction of 12,300 in that period. Were these men taken on, do you know, unconditionally, or were any proportion of the men who were taken on during that time taken on for a limited time?—I think they were taken on quite unconditionally. I have never heard that there was any condition laid down at all.

79221. So they came to the district with their families?—They did.

79222. And settled there?—Many of them.

79223. In addition to the contraction of Government employ there has been a depression in the building trade?—There has.

79224. Did the two go together: did the expansion of the factory establishments lead to an increased demand for houses?—Yes, to a large extent they did run together.

79225. So that these two sources of employment expanded and have now contracted?—That is so.

79226. The result seems to be that the persons who applied for assistance under the Unemployed Act seem to have been rather of a higher stamp than in other parts of London, judging by results?—Yes, I believe that has been stated. I do not know what the exact standard is in the other parts, so I cannot say.

79227. On the work the Woolwich men come out with the second highest percentage?—Yes.

79228. Being nearly twice as high as the whole of London?—Yes.

79229. Were any considerable number of the persons who applied persons who had been discharged from the Arsenal?—A very large percentage.

79230. And they would be more or less respectable persons in ordinary circumstances in permanent employ?—That is so.

79231. Therefore the object of the Act so far as Woolwich was concerned to a certain extent was fulfilled?—I think it was. In my last paragraph I have noted that it was of great service to Woolwich. I think there is no doubt about that.

79232. Turn to Paragraph 10, the Woolwich Distress Committee's Report was of course previous to the Act?—Yes, the Joint Unemployed Committee.

79233. And I suppose the distress in Woolwich had begun to be felt before the Act came into operation?—Quite so.

79234. Would you look at Paragraph 10? I want to see what the result was. You had to deal with 1,553 applications from men, fifty-two were sent to the central body's working colonies, 128 had work given to them by the central body, and the borough council found work for 227. Thirty married men and their families, and thirty-three single men, a total of 152, were emigrated. Do you know what happened to those who got work given to them by the central body or the borough council; have they been able since to get employment?—We made an inquiry in the late summer of last year, and we were able to visit nearly 1,000, and as a result we found that 499 were in work and 483 were out of work. We were able to trace those.

Mr. Charles P. Larnier.
21 Oct. 1907.
Employment in Woolwich.

Status of applicants to Woolwich Distress Committee.

Results of relief under Unemployed Workmen Act in Woolwich.

Mr. Charles
P. Larnner.

79235. Almost half had got work?—Yes.

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79236. For the next year you had 1,726 men and thirty-two women. You found work for 135 men for an average of from seven to eight weeks. The borough council gave no work, but employment was obtained for sixteen men. Then 301 men, representing 987 persons, were emigrated, and forty men, representing 220 persons, were migrated. Would you contend that a fair amount of success had attended your operations?—I think that the Act, as I mentioned, was a distinct help to Woolwich, because the conditions of Woolwich were quite abnormal and we found both in emigration and in migration, and also in the work that was given, that it greatly helped to modify the distress in the district.

79237. It seems to me also that you came more into contact with the class of person for whom the Act was intended than in other parts of London?—It may be the case that that was so.

79238. You do not believe much in the labour bureaux?—I do not think I do. I rather fail to see that there has been any great advantage in connection with the one at Woolwich. I have given one or two figures in my statement which have brought the matter quite up to date. Certainly the trade unions stand aloof; I see no chance up to the present of the employers taking it up very warmly, in fact, the manager of one of the largest employers there, who was on the committee, seemed to intimate that he could get his men more easily than having to send round to the labour bureau for them.

79239. Are not you looking at it a little locally; might not an effective system of bureaux established all over England in centres of industry have the effect of making it known where employment was going and where workmen were wanted?—I see no reason to suppose that the ordinary channels do not provide that information. Certainly in all the skilled trades it is known, and in the unskilled trades I think it is known. So far as the migration work we have done is concerned, we have known the work was there, and we have been able to use the Act to get families to it; it was not that we did not know there was work in the North of England, or there was work in Wales and also in Cornwall.

79240. Then as regards labour colonies, you apparently are a little doubtful if they justify their cost, to put it plainly?—I think so.

79241. The people come back better?—They come back better physically, undoubtedly, and the homes of the men when they were working were quite regularly visited, and I think the effect on them, perhaps, for the six months or four months, was an advantage, but the men had practically nothing to come back to, and in some cases they came back even at the end of the summer, in October or November, and their position was practically no better than when they went away.

79242. Do you know what has happened to those persons who came back?—We shall have a good many of them, I have no doubt, up during the next week or two.

79243. Owing to the very abnormal conditions that existed in Woolwich, you think the Act has been beneficial?—I think it certainly has for the district of Woolwich.

79244. You prefer the old system to the Act?—Yes.

79245. Should you say there were more party politics on the distress committee than under the old joint committee?—Yes, undoubtedly.

79246. (*Sir Samuel Provis.*) They were constituted in the same way, were they not?—No. As to the joint unemployed committee, really, as I think I have mentioned, the members were put on to the committee because most of them had shown more or less interest in attending a number of conferences and considering the question of the unemployed. One got to know within a little the men in the borough who were interested in the subject, and to a large extent the committee was formed out of those men.

79247. You mean the joint committee formed under Mr. Long's scheme?—Yes.

79248. That joint committee was composed of members of the board of guardians and the borough council?—Yes.

79249. So is the distress committee?—I think the men who came on that committee were certainly men who showed considerably more interest in the work. I think they came on the committee largely because they were interested in it; to a large extent they have been nominated and sent on to the committee now because their party nominated them and they have accepted the work.

79250. The committee was constituted precisely in the same manner, was it not?—Not in the same proportions at all.

79251. In different proportions, but by the same bodies?—I can hardly say that, I think; because, after all, the non-official members, if one may call them so, who were nominated by the borough council are nominated by the majority of the borough council whereas the men who came on to the joint unemployed committee did not accept the nomination of any elected body at all.

79252. But they were, were they not, appointed by the board of guardians or the borough council?—Their names were submitted, I understood, under Mr. Long's scheme.

79253. Mr. Long's scheme suggested, I think, that the guardians should nominate a certain number and the borough council a certain number?—All I can say is that the men who were nominated under Mr. Long's scheme were distinctly people who had shown interest, and it seems to me, judging from the work of the committee, that they were men who did show much more interest in the joint unemployed committee than the majority of the present members do in the work of the distress committee.

79254. The point is that the guardians and the borough council chose different men under the scheme than the new ones?—Yes.

79255. (*Chairman.*) Then you prefer the machinery of the joint committee?—Yes.

79256. Has Woolwich gone back to normal conditions?—I should hardly say it had gone back to normal conditions. It probably will not reach normal conditions for three or four years, but the discharges have now finished.

79257. Do you consider it necessary that there should be a joint committee in Woolwich, say, for the next three or four years?—Certainly, I should say for the next two winters.

79258. Are you in favour of the machinery of the joint committee; it practically has not any spending power?—It has none at all.

79259. Do you wish to give it any authority to raise a rate?—I do not see why, on the application of a body, that could command public confidence, say the joint application of the guardians and the borough council, there should not be some power in the hands of the President of the Local Government Board to make some grant.

79260. Is there much casual labour at Woolwich?—Yes, a considerable amount, because we are near the docks. The free ferry makes a good deal of casual labour in the whole district round about.

79261. The docks are the other side of the Thames?—Yes.

79262. The people go over by the free ferry?—Yes.

79263. Has that amount of casual labour increased in recent years?—I am told it has decreased, because I believe an effort has been made to classify the men who go there, but I really do not know the exact methods of employment.

79264. Did the discharges at Woolwich recently tend to throw more people on to casual labour at the docks?—Undoubtedly it did.

79265. (*Mr. Russell Wakefield.*) With regard to the distinction you draw between the joint committee and the distress committee, it was the personnel of the joint committee that you preferred to that of the distress committee?—That is so.

79266. It was the individuals?—Yes. I think they were more representative of the whole community than the present.

Uselessness
of labour
exchanges.

Results of
labour
colonies.

Unemployed
Workmen
Act beneficial
to Woolwich.

Inferiority of
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Comparison
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Comparison
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Question of a
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Woolwich.

Joint Com-
mittee
compared
with Distress
Committee.

79267. Should you say your present distress committee does not take an active part in trying to get work for the unemployed?—I do not think I said that. What I said was that relatively I thought the others showed more interest.

79268. Our experience of the central body is that Woolwich is fairly consistent in its efforts to get what it can out of us; there is not any slackness?—I believe we are.

Present condition of employment in Woolwich. 79269. Things are improving with you now, are they not, a little bit?—In so far as the discharges have ceased, I think we are tending more to the normal, but that will not be reached for years.

79270. You are aware that you sent up from Woolwich to the central body asking for still more of the work, and so on, from us, because of the abnormal distress this year?—I think that is quite possible.

79271. (*Mr. Lansbury.*) You are chairman of the Woolwich Distress Committee?—Yes.

79272. You would therefore be cognisant of the letter which came to us?—Yes.

79273. Do you agree that is necessary?—For the increase?

79274. Do you agree that Woolwich does need some work found for it just now?—I think work found for Woolwich will help it in the same way that it has helped it for the last two years.

Effects of provision of work on Woolwich men. 79275. You do not consider that the work which has been found for you has been vicious in its effect?—I should think not.

79276. You think that the men have been really helped in a decent manner?—I think they have been fairly well helped.

79277. So far, it has been good for Woolwich that there was an Unemployed Workmen Act?—Certainly it is good for Woolwich that there has been a means of helping them in this abnormal time.

79278. And it really was necessary to get some help for them?—Of some kind, I think it was necessary that it should be given.

Distress in Woolwich. 79279. The discharges have not commenced, had they, to have so great an effect the year preceding the establishment of Mr. Long's scheme?—Yes, they were beginning; the discharges began in 1902.

79280. But I thought they had not reached any appreciable numbers until within the last two years?—Yes, they had reached considerable numbers in 1905 and 1904.

79281. But Mr. Long's scheme came in in 1904–1905?—1905, it came in.

79282. It was the autumn of 1904. All the agitation had gone on previously?—Yes.

79283. What I am putting is that things had not got to their worst in Woolwich when the Act came in or when Mr. Long's scheme came in?—No, they had not.

79284. Therefore, when the Act was first applied there your conditions were not so abnormal as they were by last year?—No, I am not prepared to say that; though we found rather more applications to the distress committee last winter than the winter before, the conditions were very much worse last winter than they were the preceding winter?

79285. And you do not think they are this winter either?—Up to the present I should not say so.

79286. Something definitely had to be done at least for Woolwich, under those circumstances?—I think undoubtedly something would have been done if the Act had not stepped in.

79287. By private subscription?—A local committee would undoubtedly have been formed.

79288. You might have got sufficient money to get you over it?—It is possible; I do not know.

79289. You are aware, are you not, that there had been a Mansion House Committee sitting?—Yes.

79290. And that had failed for lack of funds?—Yes.

79291. You are aware of that?—Yes.

79292. You still think that Woolwich would have been more successful?—I do not say it would at all.

79293. I understood you to say you thought so?—I said that something undoubtedly would have been done for Woolwich, if Mr. Long's scheme or the Unemployed Act had not come into operation. *Mr. Charles P. Larnier.*

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79294. That something, I suggest to you, would have had to be something from the Government?—Not necessarily from the Government. Question whether relief could have been provided for Woolwich by voluntary funds.

79295. From where do you think it would have come?—A special appeal for Woolwich might have been made to the metropolis.

79296. But seeing that a special appeal was being made, and had been made in the winter of 1904, and had failed; the Bishop of Stepney and other well-known men had failed to get the money to carry out quite a tiny scheme; do you think there would have been any likelihood of Woolwich doing what they wanted to do?—It is quite possible the exceptional position of Woolwich would have resulted in some money being raised, whereas a general application to the metropolis would not have raised it.

79297. You think that Woolwich, the home of skilled employment, where men might be expected to make provision if any were made, would be more likely to get a response from philanthropists than the unhappy people in the East End or North-East End of London?—I do not think you should say it was the home of skilled labour entirely.

79298. I do not say skilled labour entirely?—You spoke of the home of skilled employment.

79299. The home so far as the metropolis is concerned, certainly?—Of the men who applied last winter at the distress committee I noticed that of the 1,700 who gave their names in, over 1,000 gave them in as labourers; there are many that are called machinists, but one knows as soon as they leave the particular form of work they are on they are not perhaps equal in skill to an ordinary carman.

79300. Do you think you would have got sufficient funds from the general public to have dealt with the distress in Woolwich?—I do not know that we should. We might not have done, but we might also have done.

79301. You might have got it, each of the three years you have been at work?—We might.

79302. On the other hand you might not?—We might not.

79303. Apart altogether from that, the Act has done you some good in Woolwich?—I agree.

79304. It has not done mischief to the men it dealt with?—I think not.

79305. (*Chairman.*) You mention in your statement that there is a large co-operative society in Woolwich. Did any considerable portion of the persons who came to you for relief belong to that society?—A small proportion. I rather regret that on the form issued by the central unemployed body the question of thrift or membership of trade unions or friendly societies is not more clearly brought out, because personally I think it would be a very interesting point to have had exact details about. Desirability of showing membership of trade or friendly society in "record paper."

79306. To see what proportion who applied did belong, or had belonged, to those societies?—Yes.

79307. (*Mrs. Webb.*) I gather you think that, broadly speaking, if this unemployed legislation had not intervened, you would have got sufficient funds to deal with the unemployed?—No, I should not like to say that at all. What I distinctly say is that had the Unemployed Act not been passed, that the district of Woolwich or the Borough of Woolwich would have taken steps, I think, to have raised a fund sufficient to have, in a manner, met the distress. Question of voluntary fund at Woolwich.

79308. How would you have spent that fund do you suppose, as a matter of prophecy?—I think we should have entered into relations with the county council in very much the same way as the central body has done.

79309. You would have given relief works?—I think we should probably have tried for some work of that kind.

79310. Should we be right in assuming that if you went to private charity, and if private charity responded, you think the most part of that money would be spent in relief works?—I should not think the most part of it; I think that would be one feature in a big scheme.

Mr. Charles P. Larnier. 79311. It has hitherto been largely spent in either doles or relief works ?—A good deal has.

21 Oct. 1907. 79312. That is a matter of history, is it not ?—I think it is.

Comparison of relief works and doles. 79313. Which do you regard as worse, doles or relief work ?—If it is made quite clear that the work is relief work I prefer relief work ; only I think it is a mistake to let the men suppose that they are earning their money when it is relief work.

79314. You would, on the whole, prefer that relief work was extended rather than doles ?—I should not like to make a sweeping assertion about it. In many instances you might find the better thing was to meet the case with a dole.

79315. What other alternative is there in giving relief from private charity than relief work and doles ?—I do not know that there is anything.

79316. When the thing is left to private charity they do, as a matter of fact, give doles and relief work ?—Yes, but they do not quite leave it there ; one hopes they also see whether anything else can be done in the way of finding work, or anything of that kind.

79317. Supposing we were to come to the conclusion that both relief works and doles were thoroughly bad, what should we gain by leaving it to private charity ?—If we came to the conclusion that relief works and doles were thoroughly bad, I do not know that you would gain very much except in trying to find work for the people in other directions.

79318. As a legislative body, supposing we are assured that the only result of charitable funds is either to give doles or to give relief works, why should we recommend that it should be left to private charity ?—Perhaps you will not come to that conclusion.

79319. But supposing we did. Supposing we agreed with the strict view that both doles and relief works (and that is my view by the way) are utterly vicious, what should we gain by leaving it to private charity ?—I do not know that you would gain very much then.

Unemployed problem at Woolwich. 79320. (Professor Smart.) I suppose the main problem of Woolwich is not depression of trade, but the carrying out of a definite Government policy, namely, of reducing the staff ?—That is so.

79321. There is no chance of that policy being overturned, I suppose ?—I should think not.

79322. Would it not be as well to recognise that the only real remedy is either emigration or migration ?—I think it would be a most excellent thing to recognise it.

Cause and results of workmen owning their houses in Woolwich. 79323. In that case does not a phenomenon, which otherwise is a very pleasing one, namely, the owning by working men of their own houses (I see you give 25 per cent. as the figure for that) become an element in their own undoing ; it prevents the mobility which at the present time is necessary. Have you ever had that brought before you at all ?—I think that perhaps the reason why the percentage in Woolwich is comparatively higher than in London is that when men get Government work they look at it as a stable form of employment, and they are more inclined to invest their savings in houses than men working in other occupations would be.

79324. It makes the position of Woolwich peculiarly hard, you think ?—We think it does.

79325. I presume this likewise has hurt the Co-operative Society ?—Yes.

79326. It seems to hold a good deal of house property ?—It does.

Labour exchanges. 79327. I notice you do not approve of the labour bureau as a means of finding employment ; but do not you think it has a function in showing where there is not employment. Supposing it never found a situation at all, but showed definitely to the working man there was no room for him in that district, is not that a very large piece of work ?—It seems to me a very costly way of announcing that there is no work in any particular industry.

79328. Is there any other way of proving it statistically ?—I thought the *Labour Journal* did it.

79329. That is only for organised labour ?—That might be extended.

79330. That is your proposition ?—That is a suggestion.

79331. Can you tell us why politics plays such a large part in the distress committees ? I do not think it does in Scotland. I am astonished that it does in England ? —It was a very warmly contested election last November ; and there was a reversal of the policy of the borough council ; and I think following the reversal of the council, the nominations followed the majority on the council.

79332. Do you mean political parties or other parties —Political parties.

79333. Do you not mean rather the socialistic element as against all other parties ?—I do not know ; the minority is now the Labour Party, and the majority are the Municipal Reformers. Whether all the members of the Labour Party would call themselves Socialists, I am not prepared to say.

79334. Is it not the case that the distress committee in Woolwich as a body recommends the continuance of the present Act ?—Yes, with certain amendments.

79335. And you, as chairman, rather go the other way ? —No, I think you ought to have your attention drawn to the fact that in the report that was sent to this Commission that very question is put ; and the point on which they were all agreed was that they found the emigration and the migration clauses the most useful in their work.

79336. But did they not recommend that the Act should be continued in some form ?—Yes, they did.

79337. You might enlighten my ignorance on one point. What is exactly the work done at Woolwich under the name of the Arsenal ? Does it include shipbuilding ? —No, the dockyard was closed many years ago ; it is guns, ammunition and ordnance.

79338. Nothing but that ?—Nothing but that, practically.

79339. (Dr. Downes.) In Paragraph 6 you speak of previous serious depressions at Woolwich. Do you know what was done in 1869 on the occasion of that depression ? —I believe very little was done. I had a conversation with a man who has got a very good position in Woolwich now who suffered at the time through it, and he says the distress at that time was very severe indeed, and there was very little help given to any one who was thrown out.

79340. What was the cause of the depression in 1886 ? —I think it was not the Arsenal ; there had been a slight diminution in the employment at the Arsenal, but it was the general diminution of all employment outside the Arsenal, that was, the building trade and such men as found employment in the docks.

79341. Was that peculiar to Woolwich in 1886 ?—No, I think it affected the whole of the East End very strongly.

79342. Were any special means taken in Woolwich in 1886 ?—I could not say.

79343. Have you followed the effect of the late depression upon the statistics of pauperism in Woolwich ?—Yes.

79344. What has been the effect on your pauperism ? —There has been a slight increase last winter, but it is going on now. I think it is largely due to slight alterations in the policy of the board, because up to 1906 the Poor Law returns really had not been affected, that is the people had not gone to the relieving officer.

79345. I notice that in the last return the figures for Woolwich are remarkably low ?—Yes, but now they are larger than a year ago.

79346. The actual figures are : indoor paupers, 1,690 ; outdoor paupers, 714 ; total 2,404 ; an increase of 179 on the corresponding period of last year ?—Yes.

79347. That I think you will see is the lowest of all the South of London ?—Yes.

79348. (Mrs. Bosanquet.) Do you think that the Unemployed Act would have been useful in Woolwich if it had not been for this exceptional condition at the Arsenal ? —I do not think the conditions were exceptional in, say, 1898, and I think any difficulty would have been met by local effort there.

79349. So that it is really owing only to special conditions in the Arsenal that the Unemployed Act has been useful and you approve of its continuing ?—That is the reason I approve of it, because of the abnormal conditions in Woolwich and the district.

Opinion of Woolwich Distress Committee as to Unemployed Workmen Act.

Nature of work at the Arsenal.

Depression of 1869.

Depression of 1886.

Pauperism in Woolwich.

Unemployed Workmen Act dealt with conditions in Woolwich.

79350. It is really only in the district of Woolwich that the Act was applied as it was intended to be applied by its devisers?—I could not say that.

79351. At any rate there it met what it was intended to meet?—Yes.

79352. (*Mr. Loch.*) With regard to the question of relief, in some winters you have had more out-of-works owing to seasonal causes, have you not?—Yes.

79353. Have those in any case been dealt with by the Charity Organisation Committee?—Yes.

79354. Were they dealt with by relief?—They were dealt with by relief when there was a prospect of work later on.

79355. What kind of work did you give?—They have been dealt with by weekly allowances.

79356. Would you call those weekly allowances doles?—I should not call them a dole in the sense in which the term is ordinarily used.

79357. It was an allowance given for a purpose?—Yes.

79358. And that would be a useful method of relief?—I think it would.

79359. Therefore, apart from the question of doles altogether, you have a system of relief which is of service in dealing with the unemployed?—That is so.

79360. With regard to the cases which came before you these last few years, were there not also cases which could be dealt with by relief apart from giving them employment?—Yes, I think there were, but naturally if a man was out of work he applied or was referred at once by whosoever he applied to, to the distress committee because of the possibility of his getting work there.

79361. That is to say there being a machinery and a fund for giving employment, they were referred to it?—Yes.

79362. And the treatment of the case from the point of view of relief generally was to that extent satisfactory?—Yes, it was.

79363. Do you think that, taking the cases which have been dealt with by way of relief, that is to say, employment and emigration and otherwise, they have been a success?—Yes, I think one may say distinctly they have been a success. The emigration, so far as one is able to judge from the reports they have had, has been a very distinct success. The migration has also been a success, and the term of work has been sufficient to keep many of the men and their families through the worst times of the winter.

79364. Supposing you have a relief committee with these various alternatives before you, which would be the natural alternatives, do you think you could do better by helping in that way than if you had an unemployment committee only?—Yes, if you had the funds behind them, that is, if you had sufficient funds to deal with your emigration cases quite satisfactorily, as we have had under the distress committee, and the same in reference to migration.

79365. Do you think the funds would be very much larger on that plan than they would be on the plan of employment, taking all these phases into account?—Yes, I should think they would be rather larger.

79366. Then practically if you could bring into the funds in connection with the out-of-works the relief fund available from many sources, it is the best thing you could do?—Yes, I think under normal conditions it would quite meet the case.

79367. And an abnormal condition would have to be met by employment officially, or what else?—That would have to be met by relief in some way.

79368. Would you be in favour of the Poor Law remaining as the final element in these matters?—Distinctly.

79369. Were any cases referred to the Poor Law by the distress committee?—Only those who applied who had received Poor Law relief within the preceding twelve months, or where the reports of the inquiry agents were so unsatisfactory that they were at once sent to the relieving officer.

79370. Did that cover many cases?—I do not think it covered as many cases as it would have if we had employed a skilled investigator. We had to employ people quite new to the work.

79371. That is to say you would have to have a set of trained investigators?—Yes. *Mr. Charles P. Larnier.*

79372. With regard to seasonal out-of-work, have you any suggestion to make by which it could be prevented by any form of insurance against unemployment?—With some Trade Union trades one knows it is provided or insured against. The insurance Amalgamated Society of Engineers make an allowance; I funds. think it runs up to 10s. a week, and I believe one of the unskilled trades unions makes an allowance of 5s. a week for either six or eight weeks. Of course, these sums are quite small, but, after all, it seems to me that we are almost at the opening stages of insurance against lack of employment.

79373. What society is that to which you allude?—We have had it mentioned once or twice at the Distress Committee. I heard it mentioned the other day. It is a labourers' union, not a skilled workers' union at all.

79374. (*Mr. Lansbury.*) May we have the name?—I will supply it if I can.

The witness subsequently sent the following note:—"The trade union I had in mind was the Labour Protection League which has four branches in Woolwich. In three of the branches the members pay 2d. a week, and can draw 5s. a week out-of-work pay for six weeks. In one branch the members are of a rather higher grade, and pay 3d. a week and have a few advantages."

79375. (*Mr. Loch.*) Do you think anything can be done to foster a movement in that direction which would be preventive in the manner I have just stated?—I should like to see a conference of the various representatives of the trades unions called together to see if they could not find out a line something similar to that which is now followed in the Amalgamated Society of Engineers.

79376. We are now dealing with unskilled men, who have not the centre of a union to rally round?—I think you have plenty of representatives of the unskilled men in a place like Woolwich; you could get one or two men, say the machinists working in a certain shop where there may be 200 or 300 of them, and they would represent the class.

79377. You think you could get in Woolwich a local combination of unskilled men who would pay in the better months of the year what might supply them with a fund in the worst?—I think the whole tendency would be to make it rather a strong incentive for the men to try to get a little more wages to pay this extra amount which they would have to pay every week.

79378. Do you think there would be any harm in that, if the money really found its way into a reserve?—I should like to see it.

79379. Do you think the employers would improve and foster anything of that kind?—I think they would; I do not know of anyone who would not.

79380. Therefore it does not seem to be an impossible scheme?—Not at all.

79381. Pushing it one step further, do you think it would be of any service, or possible, if in contracts for labour under a certain wage a deduction were made compulsorily and the money set aside in the name of the individual to be available for winter needs?—I am not enamoured of the principle of compulsion.

79382. You would prefer of course the other plan?—Yes.

79383. (*Mr. Lansbury.*) Have you thought how much would be necessary to set apart for an unskilled builder's labourer, to provide him against unemployment?—No, but I imagine the sum would not be so very immense. It might tend to raise the standard of wages paid to him.

79384. You think if it did tend that way the employers would be likely to foster it?—I think many employers would foster it rather than have a great many men out of work during the winter with the possibility of them coming on the rates and the rates going up in consequence.

79385. They might not live in the district where they were employed?—To a large extent they do.

79386. If they did not, the rates would not affect them?—It would affect London generally.

79387. In all these cases of the unemployed men, or very many of them, they are not absolutely out of employment, they often get jobs in the course of the winter?—Yes, they get jobs at the docks and that kind of thing;

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Mr. Charles P. Larner. it does not follow they would want the full week's wage at all.

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79388. (*Miss Hill.*) And anything subscribed would to that extent equalise their earnings; they would have something coming in which need not be full wages or half wages, but they would have something coming in if they put by in the summer for the winter's slack trade?—That is so.

79389. (*Mr. Lansbury.*) The skilled trades only give a very small allowance, it is not anything like a full rate of pay?—It is sufficient. I feel quite sure that a union like the Amalgamated Society of Engineers would arrange a scale which they considered sufficient to meet the difficulty.

Trade Unions and out-of-work pay.

79390. You are aware that all the unions are now complaining because of the very heavy burden that out-of-work pay involves?—It seems to me only natural for unions to complain of out-of-work pay; they complain of anything which they have to pay out.

79391. They are complaining because the rates they set out as being sufficient to cover that pay have proved insufficient, and their members are having to pay extra levies for the purpose of paying it. That is what is making them complain?—The tendency, I imagine, for them would be to somewhat raise their scale of subscription, and to that extent they would try to raise their rate of wages.

Question of management of unskilled labourers' union giving out-of-work pay.

79392. (*Mr. Gardiner.*) Have you thought how a union such as you suggest for unskilled labourers could be managed. In answering Miss Hill I understood you to say that a man who gets work two days in the week would also get some sort of out-of-work benefit to make up the deficiency. How are you to prove when an unskilled labourer is in work?—I think they are largely known to their members. In a union like that of the riverside men they work in branches, and a member of each branch is known to his fellow members, or I imagine he is.

79393. Would that be so even with unskilled bricklayers' labourers who work all over London?—I think they are known.

79394. You do not think there would be any danger?—I think it might be met. It would have to be done with care, but I do not think the difficulty is insuperable.

79395. (*Miss Hill.*) Have you thought of an insurance which would promise a particular amount to a man when he was out of work, or have you thought of the very much simpler plan of practically encouraging him to save, so that what he put by at one time he could draw out at another. That would seem to me the first step in the process. There should be much more incentive and trouble taken about collecting the savings of the less disciplined classes; it would not be so complete as an insurance, but a good deal of better collection might be done as is done by the Prudential for the burial clubs?—Yes.

Desirability of continuing local distress committee in Woolwich.

79396. (*Sir Samuel Provis.*) Supposing that the Unemployed Workmen Act were continued, would you be in favour of continuing some local organisation of

the nature of a distress committee?—Yes, as I said, I think that the condition of Woolwich is such that it would be desirable to continue it for at least two winters.

79397. What I rather meant was this, supposing the Act to be continued, would you continue the local organisation or would you say it was better to have only one organisation for the whole of London?—I am hardly in a position to judge what is best outside Woolwich.

79398. You think the existence of a local body in Woolwich is useful, do you?—That is my view.

79399. Taking the point you were mentioning just now about the constitution of the committee, would you alter its constitution?—It would be very difficult to alter it by any rules or regulations from the Local Government Board for instance, but I know that the joint committee would seem to be the natural result. The people who attended the conferences and were really interested in the subject of the condition of the unemployed about Woolwich, so far as I have been able to judge, were more interested, and more enthusiastic in their work, than the members of the distress committee itself.

Superiority of Joint Committee in 1904-5 to Distress Committee.

79400. How did that come about, do you think?—When I was on the joint unemployed committee one always had quite a number of persons leaving their businesses and coming down to the Town Hall to do the work of classification and the ordinary routine work of the committee: last year, not this summer but the year before, I was continually left with only one member of the classification sub-committee, which was practically the executive committee, because no one else seemed to have sufficient interest in the work to appear.

79401. Did the joint committee do the work themselves without the assistance of a staff?—We employed one during the winter. We have one clerk and two inquiry agents, and practically any other help we want in the way of writing letters from the Town Council.

79402. Did the members of the Joint committee make the investigations themselves originally?—Yes, partly by the members of the committee and partly by the inquiry agent.

79403. Were the visits to the homes made by the inquiry agent?—Partly one and partly the other.

79404. Do the members of the committee now make these personal investigations?—No, very few.

79405. They are entirely done by the staff?—They are entirely done by the staff, except visits made to the homes when men are away at the colonies, or anything of that kind.

79406. Do you think that is partly owing to the fact that there is more enthusiasm when a thing is new, which is apt to die out as the thing goes on?—No, I think the people felt rather that the responsibility lay upon them to make the joint unemployed committee a success more than they feel that it lies upon them to make the distress committee a success.

Mr. Horace Leonard Humphreys.

MR. HORACE LEONARD HUMPHREYS, called; and Examined.

21 Oct. 1907.

79407. (*Chairman.*) You are Secretary of the West Ham Distress Committee?—Yee.

79408. You have prepared a Statement which we will treat as your Evidence-in-chief if you will kindly hand it in?—(*The Witness handed in the following Statement.*)

EXTENT.

Numbers of unemployed in West Ham.

1. *Numbers.*—In West Ham unemployment has been increasingly chronic for the past ten to fourteen years. The first actual official testing of the extent of trouble was carried out by the town council through a "house-to-house" census during November and December, 1902, and showed a total of 5,382, or 5,877, as including

495 actually at work upon canvasser's call, but whose employment was of a temporary character only. West Ham's general statistics are attached for the period October 1st, 1906, to March 31st, 1907. Of the total of 4,825 registered 1906-7, 2,310 were re-registered applicants of the previous year and 2,515 new applications.

2. The striking disproportions in the numbers indicated by registers of Distress Committees outside London is evidenced in the following comparison of the total registrations under the Act to March 31st in each year, of ten county boroughs north of and inclusive of Birmingham, and ten south of that centre, respectively, in order of population:—

Disparity in numbers of unemployed in various towns.

Mr. Horace
Leonard
Humphreys.
21 Oct. 1907.

County Boroughs.	Estimated Population, 1906.	Registered Applicants.		No. of Registered Applicants per 1,000 of Population.	
		1905-6.	1906-7.	1905-6.	1906-7.
North.				Per cent.*	Per cent.*
Liverpool - - - -	730,143	3,075	2,672	4.2	3.6
Manchester - - - -	631,185	1,660	398	2.6	.6
Birmingham - - - -	542,959	1,679	707	3.0	.1
Leeds - - - -	456,787	3,387	1,123	7.4	2.4
Sheffield - - - -	440,414	2,352	No Register	5.3	—
Bradford - - - -	286,793	1,963	1,058	6.8	3.6
Newcastle - - - -	264,511	1,933	1,421	7.3	5.3
Kingston-on-Hull - - -	258,127	1,197	269	4.7	1.4
Nottingham - - - -	251,671	737	236	2.9	.9
Leicester - - - -	228,132	1,596	1,493	6.9	6.5
South.					
Bristol - - - -	358,515	2,900	1,764	8.0	4.9
West Ham - - - -	294,997	4,692	†4,825	15.9	16.3
Portsmouth - - - -	201,975	1,954	1,267	9.5	6.2
Cardiff - - - -	180,054	1,041	—	5.7	—
Croydon - - - -	147,704	956	808	6.4	5.4
Brighton - - - -	127,183	2,050	1,992	16.1	15.6
East Ham - - - -	123,381	1,788	1,514	14.4	12.2
Norwich - - - -	116,741	1,588	1,579	13.6	13.5
Plymouth - - - -	116,000	1,163	1,151	10.0	9.9
Southampton - - - -	114,897	1,210	780	10.5	6.7

Causes of
greater
distress in
London.

3. The remarkably heavy registrations upon certain London and extra metropolitan areas, compared with the small extent or absence † of such in midland and northern centres, appear to include the following among other reasons:—

(a) Better trade generally in the midland and northern towns, probably influenced by the greater facilities for, and output in those districts of several of the country's staple industries.

(b) The common gravitation of provincial workers to the Metropolis and its suburbs.

(c) The large increases of unskilled unemployed thrown upon the London and bordering Distress Committees' registers through recent completions of tube railways, tramway systems, outfall sewers, etc.

(d) The halt in the remarkably rapid development within the past two decades of suburban London, and consequent extensive unemployment among the building trades.

(e) The wider extent of trade union membership among workmen of the midland and northern counties, and the probable greater efficiency and calibre, on the whole, of the workers.

How far
numbers
registered
under Unem-
ployed
Workmen
Act
approximate
to total
number of
unemployed.

4. The degree of the approximation that the total registrations given bear to the actual numbers of unemployed in the various centres is directly proportional, in my opinion, to:—

(a) The character of the local organisation and administration under the Act.

(b) The prejudices still ruling among the better class of the workless to be associated by registration or otherwise with those usually the first to flock to a "distress committee."

(c) The preference with numbers of the latter to tramp and struggle on in seeking work in their own trades rather than take to the pick and shovel in relief works; questions of physical strength have weight with such.

(d) The numbers of unemployed trade unionist in any particular area directly affects registration under the Act.

(e) The non-registration of a certain number of able-bodied who recognise the uselessness of their registering on the ground of past receipt of parish relief—in West Ham chiefly through stone-yard, assistance in the feeding of children, or some form of "out-relief."

(f) The refusal to re-register by a large number who either object to the investigation procedure or received no benefit from the first year's operations.

5. *Classes.*—The detailed registration sheet attached show the following summaries in trades classifications:—

(a) More or less skilled:—

Building trades - - - -	592	or	12.3	per cent.
Engineering and metal workers -	480	"	10	"
Locomotion and transport - -	204	"	4.2	"
Workers in food, drink, tobacco, etc. - - - -	120	"	2.5	"
Wood workers - - - -	59	"	1.2	"
Mine product dealers - - -	55	"	1.1	"
Gas, water, and electric service -	53	"	1.1	"
Dress workers - - - -	50	"	1.1	"
Domestic service - - - -	45	"	.9	"
Commercial occupations - - -	44	"	.9	"
Printing and paper trades - -	22	"	.4	"
Agricultural and horticultural -	21	"	.4	"
Workers in chemicals and oils -	19	"	.4	"
Workers in skins and feathers -	14	"	.3	"
Brick, cement and glass workers	13	"	.2	"
Textile workers - - - -	12	"	.2	"
Professional - - - -	10	"	.2	"
Precious metal and instrument workers - - - -	5	"	.1	"
State and municipal - - -	2	"		
Total - - - -	1,820	or	37.7	per cent.

Occupations
of
unemployed
in West
Ham.

* See answer to question 79545.

† In addition to this number 472 registered on the Employment Exchange lists to 31st May.

‡ Aston Manor, Coventry, Gateshead, Huddersfield, North Shields, St. Helens, Walsall, West Bromwich and West Hartlepool report no registration during the past winter.

Mr. Horace Leonard Humphreys. 21 Oct. 1907. Occupations of unemployed in West Ham.	(b) Unskilled, more or less :—	
	General labourers	- - - 802 or 16·6 per cent.
	Trades' labourers	- - - 658 „ 13·7 „
	Dock labourers	- - - 568 „ 11·8 „
	Factory labourers	- - - 515 „ 10·7 „
	Carmen labourers	- - - 230 „ 4·8 „
	Charwomen	- - - 90 „ 1·9 „
	Watchmen	- - - 80 or 1·6 per cent.
	Hawkers, etc.	- - - 62 „ 1·3 „

3,005 or 62·3 per cent.

Gross Total 4,825 or 100 per cent.

6. As a result of somewhat searching investigation in respect to combined industrial and private character of the applicants, the above classification is further modified thus :—

Class 1.—Skilled and regular artisans	59 or 1·2 per cent.
„ 2.—Irregular artisans and regular labourers	788 or 16·4 per cent.
„ 3.—Casual labourers	- - 2,346 or 48·7 per cent.
„ 4.—The physically or mentally incapable, about one-third ; and the remainder as chronically bad—industrially or privately, or both	- - 427 or 8·7 per cent.

Unclassed.—Approximately 75 per cent. of these were engaged in work at the times of enquiry, and the rest as in workhouse, not independent wage-earners, removals and no trace found, refusing information, and dead 1,205 or 25 per cent.

Total - - - 4,825 or 100 per cent.

Of the above, the number of cases “recommended for assistance,” i.e., considered suitable upon combined industrial and private records, totalled 3,152; and “not so recommended,” 530; number upon which no definite action was decided upon (unclassified cases), 1,143; total, 4,825. Hence, of the cases decided upon, 85·6 per cent. were adjudged suitable; the question of receipt or non-receipt of parish relief was not considered in such decisions. The professional loafing and sponging class have largely avoided registration owing to their distaste for the methods of investigation adopted.

7. Testing the total registration in respect to the condition (married or single) of the applicants, the figures for the two years in West Ham are :—

Operation of Unemployed Workmen Act in West Ham.

Numbers of married and single applicants.

	1905-6.	1906-7.	Percentage.		Totals.
			1905-6.	1906-7.	
Married men - - -	3,358	3,492	70·1	72·4	Men 97·1
Widowers - - -	266	282	5·5	5·9	
Single men - - -	925	905	19·4	18·8	
Married women - - -	65	9	1·4	·2	Women 2·9
Widows - - -	127	114	2·7	2·3	
Single women - - -	44	18	1·9	·4	

Seasonal and chronic unemployment in West Ham. 8. Period.—In West Ham unemployment is both periodic and chronic :—

(a) Periodic, chiefly among :—

- (i) Certain sections of the building trades ;
- (ii) Docks labour ;
- (iii) Women workers in jams and other factories.

(b) Chronic :—

- (i) Among the masses of casual labour in the borough re docks and shipping activities ;
- (ii) With a large number of those belonging to the building trades affected by the practical stoppage of building operations, (widespread in near neighbourhoods to within the past five to ten years), and including those who have not yet recognised or adapted themselves to certain changed forms of constructive works ;
- (iii) A proportionately large number of men discharged during the past three years through the decreased output in the Thames Iron-works and Yarrow's shipbuilding yards and a few from Woolwich Arsenal.

9. The following table (included in statistics sheet, (see Appendix LXXXIX) shows our applicants' total unemployment during the twelve months prior to their registration in the period October 1st, 1906, to March 31st, 1907 :—

Number who have had no employment	- - -	*253 or 5·3 per cent.
Number who have had under one month's employment	- - 434 „	9 „
Number who have had one and under two months' employment	504 „	10·4 „
Number who have had two and under three months' employment	- - 650 „	13·5 „
Number who have had three and under four months' employment	619 „	12·8 „
Number who have had four and under six months' employment	952 „	19·7 „
Number who have had six and under nine months' employment	879 „	18·2 „
Number who have had nine to twelve months' employment	534 „	11·1 „

Total - - - 100 per cent.

* Including 35 ex-service men and 18 not previously employed.

CAUSES.

10. Immediate causes in West Ham, as given by applicants' and employers' replies :—

Causes of unemployment in West Ham.

	1905-6.	1906-7.
(a) Industrial.—General work depression (slackness, job finished and casual labour) including seasonal and other fluctuations.	87·6	88·2
(b) Personal.		
(1) Avoidable—(attempting to improve position, violation of rules, personal disputes, incompetency, insubordination, laziness and negligence, drunkenness, general bad character, and not stated).	7·3	5·2
(2) Unavoidable—(Illness, age, not previously employed).	4·4	3·9
(c) Economic.		
(Discharges from Army and Navy, failed in business, firm removed).	·7	2·7
	100·0	100·0

11. Underlying causes as evidenced upon investigation :—

(a) Industrial :

- (i) The halt in the widespread building operations in east suburban areas during past decade or two—(38 per cent. of applicants, 1905-6; 30 per cent. in 1906-7).

Duration of unemployment of applicants in West Ham.

(ii) The full or near completion of several large excavation and other works in the borough and London *re*: Tube railways, trams, outfall sewer, etc., and the great proportion of casual labour common to dock and factory districts, throwing out of employment a weight of general unskilled labour, exclusive of trades labourers of 42 per cent. of applicants 1905-6; 4.3 per cent. in 1906-7.

(iii) The decline of trade in the Thames ship-building yards,† the closing of jute works, reductions at Yarrow's yards, discharges from Woolwich Arsenal. (27 per cent. engineering and metal workers 1905-6; 14.1 per cent. in 1906-7.)

(b) *Personal.*
Avoidable.

(i) Drink as an indirect cause far more widely evident.

(ii) Widespread thriftlessness.

(iii) Laziness and incompetency in larger proportion.

(c) *Economic.*

(i) Changed and changing industries, chiefly by increased use of machinery displacing hand labour (*re*: grain elevators, iron man at gas-works, electric and pneumatic drilling), and in some methods of manufacture (chemical and engineering).

(ii) The overwhelming preponderance of the inefficient, arousing consideration *re*: present-day lack of apprenticeship and mistaken educational ideals, and failure to recognise the equal national need of the *manually* as well as the mentally dexterous.

(iii) The influx into towns of rural workers as indirect cause (a very small *direct* cause, *viz.*, under .2 per cent., 1905-6, and .4 per cent. 1906-7).

(iv) Military discharges of young men after the expiry of some of their best years for trade training. (As an immediate cause .7 per cent. 1905-6, and .7 per cent. 1906-7. As an indirect cause, 14.2 per cent.)

(v) Employment of youths and young women in place of men.

(vi) Absence of proper facilities for the easy flow of labour from one district to others.

(vii) Shifting industries partly due to incidence of local rate burdens.

(viii) Alien immigration.

(ix) Increasing pains and penalties upon employers *re* compensation, etc. (Employers' Liability Act, Workmen's Compensation Acts, etc.), tending to the displacement of the older though still able men, and to throw controlling powers into the hands of the largest employers and syndicates—thus probably lessening the personal interest of smaller employers in the individual worker.

(x) Lack of recognition that a country's industrial welfare is closely bound up with its aims and methods in national education, and directly with its commercial policy and local government; with facilities of transport, and the close relation of latter to the nation's business, commerce, and housing of its people. Probably the current trend to imperial consolidation is likely to raise and solve some of these questions.

EFFECTS.

12. *Personal.*—Deterioration in the industrial efficiency and moral calibre of the worker, leading to more or less complete loss of industrial status, to drink, active vice, laziness, and "sponging."

13. *Social.*—A sore within and danger to the social life, especially in certain communities, which by the accident of geographical position have been called upon

† These yards now employ a total of 1,079 hands, compared with 3,118 in 1905.

in the past to meet, more or less spasmodically and single-handed, the conditions produced—one direct effect of which has been to greatly increase indiscriminate charity, and thus to aggravate the evil it sought to lessen.

14. *Municipal.*—To increase largely in some areas local rates' burdens for meeting Poor Law (indoor and outdoor) and education demands; to arouse sentiment and influences tending to exaggeration of the actual extent of the evil, leading sometimes to panic-stricken expenditure upon works, initiated more as excuses for paying over doles from public funds than as opportunities for and organised to secure reasonable value for payments made. The immediate effect has been increasingly disastrous to the workers, to the ratepayers, and generally to the municipalities.

15. *National.*—Increase of vagrancy, and of general Poor Law incidence; loss of time and efficiency of the nation's workers; and the gradual aggregation of the effects obvious in the individual workman.

REMEDIES.

16. *Special Work provided by Municipalities prior to the Unemployed Workmen Act.*—About the first tangible effort by the corporation to meet the increasing unemployment in West Ham was undertaken in 1892-3, when the borough engineer's report states:—"The labour question has taken a more acute form during the past winter. An expenditure of £617 was incurred in employing a large number of men in excavating a pond on Wanstead Flats, but, due to the inefficiency of the class of men employed, the cost was largely in excess."

17. Similar efforts were initiated winter by winter from that date onward, in the construction of cricket pitches, tree-planting, pitching, paving and channeling roads, painting works, road making and cleaning; and entailing increase of local rate burdens ranging (with fluctuations proportionate to the severity of the weather), from £122 5s. 4d. to £25,488 2s. 9d. in 1904-5, the previous heaviest cost of such works occurring in 1902-3, when the rates were burdened with an "Unemployed" expenditure of £21,009 14s. 8d. These figures appear to exclude any proportion of establishment and administrative charges *re*: services of borough officials and staff, nor costs of plant and materials.

18. The men employed were, in general, married men only, and were offered from four days a week, six hours a day, at 6d. per hour, in 1893-4, to three consecutive days' work, eight hours per day, at 7d. per hour, in 1902-3.

19. Upon the labour register opened in 1902-3 there were 7,788 separate entries; 6,263 accepted the work offered, and 4,115 declined.

20. The borough engineer's report, 1893-4, states:—"The question of the 'Unemployed' has become chronic, and schemes are devised winter by winter to alleviate the yearly increasing demands for work, but each year the work becomes more limited in range."

"A large part of the expenditure was but a concession to the demand for relief-labour."

"Many of the men from their previous pursuits were unfitted for the work of digging and wheeling; to many it was really "hard labour," and although in expenditure of strength, hand and foot-sore, they earned their small pittance of 12s. for four days' work, they could not commercially render its equivalent."

"Among those employed were occasionally some loafers and idlers, rather more 'hard-up' than usual: some such, however, were not able to stand four successive days' work and fell out or were dismissed."

"Under the present condition of things, the matter of relief for the unemployed is recurring with greater intensity each winter. Some means should be devised more real and lasting in its results than the spasmodic and improvised action now taken. The tendency of local effort is to attract the needy to the place, and while the relief given is not nearly equal to the demand, the permanent ratepayer is heavily weighted, and the results quite incommensurate with the expenditure. The question requires national rather than local treatment."

21. *The Unemployed Workmen Act, 1905.*—The West Ham Distress Committee was the first authority formed under the new Act, and has attempted, within its financial limits, all forms of effort permitted.

Mr. Horace Leonard Humphreys.

21 Oct. 1907.

Effects of unemployment.

Municipal relief work in West Ham before Unemployed Workmen Act.

Report on relief of unemployed in West Ham in 1893-4.

Mr. Horace
Leonard
Humphreys.

21 Oct. 1907.

22. To the extent that that Act has set up the machinery whereby at least approximately reliable statistics could be obtained as to the numbers, calibre of the workless and causes of the problem; by granting certain limited powers of operations to distress committees in dealing with the conditions as thus determined; and by governing somewhat the proceedings of the new committees in the provision of work and the administration of funds, the measure has proved a reasonable first step in national treatment of an industrial and social sore, the real extent and character of which in different localities had previously been variously reported, and its causes as variously assigned.

Com-
paratively
small
number
assisted
through the
Act.

23. The degree of approximation to actual conditions is modified by the influences pointed out in paragraph 4 of this statement. Those considerations notwithstanding, no merely local measures could have secured the very necessary statistics now provided.

Failure of
voluntary
funds to
provide work
under
Unemployed
Workmen
Act.

24. The failure of dependence upon the vagaries of charitable donations for the actual provision of work, as imposed by the Act, was doomed to speedy demonstration. But for the Government grants during the recent winter, West Ham's conditions would have been little if at all less disastrous to local municipal burdens than in previous winters.

Advantage of
the Act as an
experiment.

25. Generally the Act as modified during the past year in its financial aspects is, I suggest, rightly serving the necessary experimental period in treatment of the problem, and national and local expenditure will be more beneficially employed, industrially and socially, in seeking to strengthen and develop the departments of effort made possible by this measure, and unprejudiced initiation of measures of prevention suggested in statement of "Causes," than in treatment of the able-bodied under current Poor Law administration.

Labour
exchanges.

26. *Employment Exchanges.*—This direction of effort, organised upon a national basis, offers a field for widespread benefit in which little enterprise has yet been attempted in this country. The success that has already followed its organisation throughout London, and the remarkable results, reported by Mr. D. F. Schloss, as attendant upon the labour registries throughout Germany, and in less degree in other continental countries, suggests possibilities of substantial remedy of some of our unemployed difficulties in this direction. Any organisation for facilitating a flow of labour from centres glutted to centres seeking must be accompanied by means securing very frequent and up-to-date particulars of demands.

Question of
financing
labour
exchanges.

27. Most industrial centres can probably well meet from the $\frac{1}{2}$ d. rate the comparatively small expenses necessary for efficient working, in conjunction with a linked-up system, in this section; the districts, however, most heavily weighted with the unemployed problem find that the limit of rate contribution under the Act, consistent with thorough efficiency in general organisation and administration, hardly permits of sufficient margin to meet such necessary expenditure; and in one or two areas little, if any, of the distinct action advisable under this department of the Act can be attempted on that ground. Yet any increase of rate contribution tends to aggravate in such burdened districts the very trouble it is intended to relieve.

Work
provided
under Unem-
ployed
Workmen
Act.

28. *Provided Works.*—The works recognised under the Act as legitimate forms of assistance may partake of one or more of three forms:—

(i) Work wholly provided, controlled and financed by a Distress Committee or Central Body.

(ii) Work directly provided and controlled by a local authority or public body and contributed to by a Distress Committee or Central Body.

(iii) Work provided by a Distress Committee or Central Body (*i.e.*, in respect of which the Distress Committee or Central Body are the employers and responsible for general conditions), but wholly financed by a private person or firm.

29. According to reports of the first year's operations to hand, about half of the distress committees outside London provided relief works through their local authorities and other agencies rather than by direct provision.

30. A great difficulty in such provision, apart from Difficulty of finance, is to find sufficient scope for the varied forms finding of unemployed labour that shall satisfy the terms of the suitable Act, and at the same time avoid the creation of a new work, evil, viz., an interference with the *ordinary* employment of labour, and thus to increase rather than mitigate the unemployed problem.

31. In West Ham the very heavy financial burdens Special resulting from the relief works carried out by the difficulties in borough council in previous winters (*see* paragraphs 16 West Ham and 17) and the lack of any local works pressing for treatment have combined to hinder the Corporation rendering the Distress Committee much direct assistance other than by the loan of tools and plant and certain services of borough officials. Efforts have been unsuccessfully made to get borough firms and companies to initiate work of the kind suggested in paragraph 28 (iii) above.

32. Fortunately for West Ham, large scope existed Work for engaging unskilled labour on an extensive scale upon provided in Wanstead Flats and in Wanstead Park; and that at West Ham the same time offered some facilities for engaging a moderate number of carpenters and a few other skilled men at more or less rough forms of work in their own trades. An efficient works manager was engaged from an outside area, given powers of choosing his own gangers and "leading hands" from the men employed, and the power and duty, where necessary, of immediate discharge and stoppage of further assistance. The latter power was exercised in 247 cases.

33. Poorer quality and quantity, man for man, upon Quality and such works generally is but what most reasonable authorities amount of would expect in view of the previous varied occupa- work done, tions and large physical deterioration in most cases of the workers (*see* paragraph 20). Diligent effort, however, from every applicant so assisted, or lacking such, prompt dismissal, is a matter directly proportional to the degree of efficient and fearless supervision provided.

34. It has been widely urged that schemes of relief Superiority works are but mere palliatives and no solution of the of Distress trouble. That may be so, the latter especially, but they Committee are infinitely to be preferred—if carried out in the spirit of the regulations imposed—to mere stoneyard or other Law relief, indoor or outdoor relief under Poor Law provision, and the resultant sapping of independence and self-respect incident thereupon. The opinion expressed has probably its origin in some past features of local relief works (*see* paragraph 14).

35. Undoubtedly the decrease reported in West Ham's pauper statistics is largely due to the healthier forms of provision made possible here through the Government grants during the past season.

36. *Emigration.*—In my opinion the most beneficial Emigration, form of assistance rendered under the Act, both in the relief to the locality as well as to the emigrants. The objection raised to such form of assistance under the Act on the ground that it is robbing the country of some of its best workers is greatly discounted in the fact of the small percentage of the best workers that register under the Act, and the small number of these who seek emigration aid. Of over 250 married and single applicants assisted out by the West Ham Distress Committee four only were of Class I. and sixty of Class II (*see* paragraph 5). Apart from the latter evidence, too, it is well to recognise the fact that while "remedies" by the only true method of striking at "causes" are being applied, and before substantial effect from such action results, hundreds of these good workers of to-day are rapidly sinking to lower levels; and that it is surely the better course for those assisted and to prevent their early addition to local Poor Law burdens, to help them to spheres where abundant labour and fresh opportunities to re-establish their industrial independence await them.

37. To counteract degeneration of this or any other Desirability form of assistance to the distressed unemployed into an of increasing attractive force drawing more of the needy into localities period of rendering such assistance, I would increase, especially in residential rendering the more necessitous districts, the minimum residential qualification for relief.

38. *Removals to other Areas.*—Success in this department of assistance is directly proportional to the degree of frequent, sufficient, reliable, and up-to-date information as to labour demands throughout the country—facilities for which do not at present exist. A great aid to the resulting flow of labour possible under improved organisation would be a general reduction of railway fares in all such cases—secured either by co-operation from the companies or State grants. The West Ham authority has assisted fourteen such cases, all but one successfully.

39. *Labour Farms or Colonies.*—The general consideration aroused in respect to this form of remedy, as established under the West Ham authority, may be summed up as below:—

(i) The physical benefits to the colonists and maintenance of their powers as workers are, in practically every case, speedily evident; and the advantages to their wives and families in the regular weekly payments equally beneficial.

(ii) The colony offers a greater variety of occupation—engaging many of the workers in some form of their own trades—than simple excavation works.

(iii) The colony provides a chance to some of the men to seek that change of occupation (*e.g.*, in land cultivation) made incumbent upon many through the changed and changing forms of many industries; and provides good introduction into the general outlines of agricultural operations and nomenclature, helpful to intending emigrants even though the detailed conditions in the colonies may be different to our own.

(iv) The men are on the whole eager to remain on the colony if unsuccessful in obtaining work elsewhere. In some cases, however, especially of the chronically casual though deserving workers, the social attractions of the colony tend, it is thought, to dwarf honest effort in seeking ordinary employment.

(v) It is a truism that it is impossible to evolve contented agricultural workers out of town labourers in sixteen weeks, and perhaps not in sixteen months, if longer. Practically no evidence is forthcoming that any of the men after their sixteen weeks have sought regular employment on the land.

(vi) The weekly wage equivalent made to the colonist and his family is decidedly higher than that obtained by the ordinary agricultural labourer for more skilled work; and this fact, under present farming conditions in England, makes it impossible for farm colonies to meet working expenses, much less make *bona fide* profits. The latter fact notwithstanding, the equivalent of monetary profits is secured to the country in the improved stamina of the workers thus assisted—the number benefited, though, is very small, and the cost very great.

(vii) The successful control of and training in such establishments demands a combination of qualities most difficult to discover on one general officer, and not easily found between two; and calls for a special training for such officers, for the introduction of improved methods of tillage, the initiation of co-operative production and distribution, and close consideration given to the general social arrangements of such centres.

(viii) Should farm colonies, as under the Unemployed Workmen Act, be discontinued, such establishments would form splendid centres for part-time skilled training of prospective small holders and allotment workers, and whole time of some of the applicants on borough registers having strong desire and aptitude for agricultural work. The additional facilities offered to such workers in the proposed legislation now before Parliament would make farm colonies an invaluable adjunct to such reform.

(ix) The discharges of men from the colony since establishment have been on the following grounds:—

(a) Time expired under the terms of the Unemployed Workmen Act - 195 or 38·3 per cent.		
(b) To start work in own trade - - - - -	111	21·8
(c) Insubordination* - - - - -	65	12·7
(d) Illness - - - - -	26	5·1
(e) Violation of colony rules - - - - -	24	4·7
(f) Completion of special work - - - - -	22	4·3
(g) Dislike of colony conditions - - - - -	15	3·0
(h) Drink - - - - -	14	2·7
(i) No cause given - - - - -	11	2·2
(j) To emigrate to Canada - - - - -	9	1·7
(k) Transferred to local relief works - - - - -	6	1·1
(l) Personal uncleanness - - - - -	4	·8
(m) Quarrelsomeness - - - - -	4	·8
(n) False records, etc. - - - - -	4	·8

Total discharges - 510 „ 100·0 „
Number at colony May 31st, 1907 - - - 60

Total assisted at colony to May 31st, 1907 - 570

(x) As a means of effectually dealing with the unemployed under the regulations of the Act, it is doubtful, upon the limited experience secured to date, whether farm colonies have justified their establishment. Physical benefit and saving of working capacity rapidly accrue, and on this ground alone they demand appreciation. At the end, however, of the period of stay allowed, most of the men rapidly sink to former conditions, the fairly large proportion shown in cases of discharge, *i.e.*, Section (b) above, notwithstanding. Almost double the latter number, as will be seen by (ix) (a) stayed the full time allowed, and except for those emigrated, are now in the majority of cases as bad off as ever.

(xi) The two farm or labour colonies established under the Unemployed Workmen Act cannot be compared to the German system. The former are open only to recommended cases of honest unemployed, not to criminals, as in the latter. The general organisation and discipline cannot therefore be of the same strict order, and the independence of the colonists and circumstances of their separation from families create difficulties not incident, it appears, to the German or Belgian establishments. The fact of residence at the colony has not, however, in West Ham's case, militated against the re-engagement by ordinary employers.

40. *General.*—Attempted remedies for distress due to unemployment or other causes have a strong tendency to overlap and thus aggravate the trouble, develop “sponge-relief,” and increase indiscriminate charity. West Ham in particular has suffered greatly from this cause, one feature of which, three years since, has seriously harmed the borough in more ways than increasing its unemployed and Poor Law burdens. There is unfortunately widespread distress, especially in the southern wards, but it would be well if those advertising such conditions in the daily Press attempted greater co-operation in a methodical and wise treatment. Ready access to Poor Law relieving officers' books by such agencies would also prevent much of this overlapping.

41. With the above end in view, so far as it concerned the operations of the West Ham Distress Committee and the Charity Organisation Society, a South-West Ham Joint Committee, formed of members of these two bodies, was appointed in June last, and from that date has been the means of considerable help to our applicants, based upon the combined investigation of the two bodies for

Mr. Horace Leo and Humphreys.
21 Oct. 1907.
Discharges from West Ham farm colony.

* 48 of these were dismissed *en bloc* at Easter last.

Mr. Horace Leonard Humphreys. cases the features of which made the applicant unsuitable for the necessarily massed treatment upon relief works or other operations under the Unemployed Workmen Act. As typical of the help rendered, the following is the action of the Joint Committee to date :—

Co-operation of Distress Committee with C. O. S. in West Ham.	Applicants medically assisted - - -	4
	Applicants assisted through other charitable agencies - - -	7
	Applicants whose club or trade union benefits have been saved by payment of arrears of fees - - -	8
	Applicants placed in permanent work by personal introduction or advertisement -	7
	Applicants assisted to emigrate - - -	5
	Applicants offered emigration and refused -	7
	Applicants assisted with clothes or money gifts, or work through other bodies -	11
	Applicants recommended to infirmary or guardians - - -	6
	Applicants for whom suggested assistance found to be not necessary or impracticable - - -	12
	Applicants not traced - - -	2
	Applicants' tools released and fares paid -	5
		74

Relief of unemployment, certain general aspects.

42. Other remedies upon which I hold convictions are suggested in paragraphs 10 and 11, 26 and 27, 36 and 38. Worklessness and worthlessness will always account for a proportion of the unemployed difficulty. Remedies for character reformation touch, though, questions of ethics and religion outside the scope, perhaps, of this enquiry. While drink and thriftlessness, however, continue to underlie so much of the existing conditions, and recognising that to the extent laziness and vice operate, they are themselves but the effect largely of past long spells of enforced worklessness, of indiscriminate charity, and of certain features of current Poor Law practice, it behoves the State to recognise these sores in the national organism and to adopt every possible means to reduce. Such effort would, I presume, strike at causes while dealing with existing products of such causes. Utopia can hardly be reached, whatever the means adopted. The causes of unemployment noted in paragraphs 10 and 11 will continue, contemporary with work and workmen, and as affecting varying localities and trades. To the extent, however, that whether by social, industrial or economic legislation the nation can arrest and reduce the circumstances favouring their continuance and increase, the unemployment problem should be made a matter of national concern.

Need of larger national policy in dealing with causes of unemployment.

43. The underlying causes, both direct and indirect, as suggested in paragraph 11, need in several instances a new and consistent national outlook and policy in the educational, commercial and military departments of the State, remedial action in which, to produce tangible effects, must necessarily take some years. In both industrial and educational, as in general national treatment of the unemployed problem, England appears to be decades behind several other countries, and every effort should be made to lift the necessary legislation above the "party" jealousies and the spasmodic treatment, produced solely for immediate effect, that has marked much of the educational and industrial legislation of the past.

Measures desirable for unemployed.

44. The products of these causes as they exist have, however, to be dealt with, and to this purpose more energetic and co-ordinated labour exchange effort; retention of the rural labourers on the land by the development of small holdings, and facilities for skilled training and experimenting in improved agricultural methods, together with active encouragement of co-operation in production and marketing among such holders; speedy initiation of efforts to replenish the country's timber supplies by the planting of new forests; the reclaiming of waste lands and foreshores; and emigration would, in my conviction, greatly aid.

Difficulties of local relief works.

45. Experience under the Act has demonstrated the hindrances in most districts to profitable use of the unemployed by local relief works, owing mainly to limits of local needs, the difficulties of agreement between bordering authorities, and the necessity to avoid the error of attempting to find work for one set of men by making others idle. Hence the calls for some such form of national treatment of the nature outlined.

46. Re-organisation both as to aims and practices, Important whether local or national, generally entails some amount to community of dislocation, and frequently affects certain interests. The good of the community at large has often to be secured only at such risk and sacrifice. The former, however, is the purpose set before municipal and national legislators, and in the matter of the land question at least should not be allowed to hinder an honest attempt to deal with this problem. Whatever form national treatment of the unemployed problem may take, constant recognition of the need of measures exciting to, and not destroying, self-reliance and initiative in the workers must be vital to success.

47. In this direction the methods adopted and measure Insurance of success achieved by the system of unemployed insurance against unemployment in certain foreign countries is attractive, and might form the basis for attempting some realisation of the purpose noted.

48. The evidence in the hands of the Local Government Board of the direct beneficial influence upon local Poor Law burdens of the efforts of the West Ham Distress Committee, justifies the plea that it is healthier for the national life to spend a few thousands in the directions of effort suggested above than the large sums now distributed in palliation and apparent increase of the problem under current Poor Law practice. Superiority of relief works to Poor Law relief, etc.

79409. (*Chairman.*) Have you had any experience of Poor Law and social questions other than those connected with this distress committee?—None officially of the Poor Law, and social only in the direction of ordinary religious and social efforts, service upon public education authorities and participation in conferences upon and study of sociology.

79410. I assume from your statement that you have a considerable personal knowledge of the district of West Ham?—That is so.

79411. You give us some statistics which are very interesting, and you draw a contrast between the registration in certain London and extra-Metropolitan areas compared with areas outside, but you only give us as regards the Metropolitan areas the figures of East and West Ham. How do they contrast with the boroughs inside London, do you recollect?—I had in view, in my Statement only areas exclusive of London: I purposely left out of my comments the London areas. I have only the general knowledge of reading the London reports with respect to those areas. Distress in West Ham compared with that in London Boroughs.

79412. You could not say whether West Ham would be the highest?—Yes, to that extent I can. I have looked at the total registrations and compared them with the populations of the respective boroughs, and the nearest to West Ham in volume of trouble is Poplar, and Camberwell, I believe, comes next.

79413. Do they approximate at all to the figures here?—No, fortunately they do not, I think.

79414. They are considerably less?—Yes.

79415. You give a variety of reasons for this much higher registration of unemployment in London, and I think you attribute it to the large increase of unskilled labour thrown upon the London market, and also to the wider extent of trade union membership, and the probably greater efficiency of the workers in districts north of London?—Yes. Causes of high rate of unemployment in London.

79416. I assume that a great part of West Ham is, I may almost say, a congested district of low grade labour?—Very so. Industrial conditions West Ham

79417. That I assume would aptly describe a very large part of the population?—Yes, it does.

79418. In Paragraph 6 you give us some figures which are interesting as showing both the class of persons who apply for relief and also the period during which they have been in employment prior to their application. That is a classification of those who were recommended, is it not?—That is a complete classification. That covers the whole of the 4,825 cases. Those who were passed, that is, were considered suitable for assistance, were generally Classes 1, 2, and 3, subject at all times to their not being disqualified by recent receipt of parish relief. Status of applicants for relief in West Ham

79419. What proportion should you say of Class 2, irregular artisans, would you put in the upper grade of unskilled labour?—The larger proportion of Class 2 would be of the upper grade of unskilled labour.

79420. And No. 3 would be the lower grade, I suppose ?
—Yes, that is so, the lower grade but deserving workers.

79421. Casual labourers were 48 per cent. of those who applied ?—Yes.

Employment
applicants
in West Ham
previous to
registration.

79422. There is a very interesting table which gives the amount of employment which the applicant had had in the preceding year previous to applying. I see 5 per cent. had no employment; 9 per cent. had one month's employment in the year; 10 per cent. had under two months; 13 per cent. had under three months; and 12 per cent. had under four months, so that 50 per cent. of those who applied had practically under two days' work a week ?—Yes, that evidences the very large mass of the casual labour we get that is of the lower grade.

79423. Should you say that was an abnormally low proportion of work, or should you think that is the normal condition ?—Amongst the casual labouring class that is normal or very nearly so.

Deterioration
casual
class.

79424. What is your experience, do you think that the condition of this class has deteriorated during the last few years; and has the business increased ?—I personally think it has deteriorated on account of other influences at the docks, the dislocation of shipping, and in connection with the work at the docks generally, and the influx from country districts. The latter, as I explain later, has indirectly added to the numbers of those pressing for work; hence the same amount, or less work even, is distributed over a bigger number and will gradually tend to lessen the proportion per week that each one employed gets.

79425. I think I may assume that even in normal times a large proportion of the people in West Ham suffer from what I term under-employment ?—Under-employment is a very large part of the trouble.

79426. You are speaking, of course, of your own district ?—That is so.

Immigration
lower
grade of
labourers
into West
Ham.

79427. There has been a tendency, I suppose, there for the classes who are slipping down in the social scale to go to certain parts of West Ham from other parts ?—That is so. As they get lower in the social scale they tend to migrate to the poorer districts where they are able to take advantage of some of the lamentable conditions of part house accommodation, and even part day and part night accommodation, that in the lower parts of the borough is current to some extent.

Need of more
technical
education.

79428. Passing on, you give a list of the causes which you think produce this state of things. There are a good many of them causes with which we are familiar. Under the head of "Economic," Section (ii.), you call attention to "the overwhelming preponderance of the inefficient, arousing consideration *re*: present-day lack of apprenticeship and mistaken educational ideals, and failure to recognise the equal national need of the manually as well as the mentally dexterous." By that, I assume that you do not approve altogether of the system of elementary education ?—Not as we have had it, hardly yet as we have it; but still I know that things are considerably improving. That is, of late we are realising more the need of the development of the whole boy in all parts of his being, physically and mentally, as well as the mere mental capacity and, to that extent, our educational ideals, in my opinion, are being levelled up somewhat. I still feel that there is a great deal of leeway for us to make up in the matter of recognising that the child has the manual side of his latent capacity to develop more than we have done.

79429. To put it plainly, our elementary education is purely literary ?—It has been so. I have had twenty to twenty-five years' experience in the elementary and secondary spheres, so that I have had rather close touch with it.

Employment
boys and
young
women, cause
its increase.

79430. You give the employment of boys and young women as a reason. Do you think that tendency has increased ?—I do not know that it has increased to any great degree, except to this extent. In view of the specialisation of the processes of manufacture that are so largely current to-day, specialisation has divided the work up to such an extent that several of the stages can be attended to, in the opinion of the employers, by youths or young women in lieu of men.

Where a large part of the whole of the processes has had to be done by one worker it was the man who was engaged. This tendency to specialisation in manufactures, in my opinion, tends therefore to the employment of youths and young women in place of the men previously engaged.

Mr. Horace
Leonard
Humphreys.

21 Oct. 1907.

Question of
unskilled
boy-labour.

79431. It has been represented to us by several witnesses that there is such a demand for boy labour of a certain age that there is very little difficulty when boys leave school in getting that employment, though it afterwards leads to nothing, and they are very often discharged just at the time they become adult. Is that your experience ?—I think there is a great deal of truth in that; but it is very difficult to get at the facts about it. I have been endeavouring to get at those by having the whole of the record papers of last year gone through. For the purpose of Mr. Cyril Jackson's enquiries, I am also taking detailed particulars of the youths up to twenty-one that are registering this year. I must confess they do not give one much definite information as to the extent of the practice.

79432. I think you give the ages of all the persons who applied ?—Yes, it is in the Appendix.

Ages of
unemployed
in West
Ham.

79433. They have the same characteristics as those we have already had, namely that a great proportion are under forty-five ?—Yes, that is so.

79434. A very considerable proportion were what is usually considered, from an age point of view, in the prime of life ?—That is so.

79435. Let us see what you were able to do under this Act. What are the parts of the Act which you would say have been most successful in dealing with this very difficult problem ?—The most successful in my opinion have been the farm colony establishment, the emigration proceedings, the employment exchange facilities, and (especially under the definite practical assistance we had from the Local Government Board during the last year) the local relief work. The relief works have certainly shown a much higher level of work than any of the kind that we previously had.

The most
successful
parts of
Unemployed
Workmen
Act.

79436. What is your opinion of the labour bureaux or labour exchanges ?—Do you think they are capable of great development if they are perfected and make part of a general system all over the country ?—Yes, I am very strongly in favour of the suggestion that Mr. Beveridge has made on that point. I am strongly convinced of the large possibilities for beneficial effort in that direction, particularly in respect of the fact that it provides better means for the men maintaining their own independence compared with the relief work assistance, whether it is by migration within the locality or to another part of the country.

Advantages
of labour
exchanges.

79437. I assume you would like those labour bureaux or exchanges not to be confined to the unemployed, but to comprise all ranks of labour ?—I think they should be so. I do not think limiting their scope to the actually unemployed would realize their fullest use. One period will balance another, and one locality will balance another in the assistance that those employment exchanges can be; but their main use would be to meet unemployment needs of the men who sought assistance by their aid.

Scope of
labour
exchanges.

79438. With regard to the local works you had some considerable operations, had you not, on the Wanstead Flats ?—Yes.

Relief works
on Wanstead
Flats.

79439. How many persons were you able to employ there ?—We employed in the first year a total of 1,130 altogether, and in the second year, in the construction of the large lake, a total of 2,022.

79440. Was there any limit employed as to the duration of work given to the individual ?—In the first place in view of the large numbers we were trying to assist the general plan was to give them work in four-day shifts. That was afterwards increased to a weekly shift every other week. Last year the same practice was adopted as to the period. The shorter shifts were given at first for the purpose of weeding out. That weeding out was energetically carried out to get the more worthy men, and those men were afterwards allowed a week each instead of four days in a fortnight.

Duration of
relief work
given in
West Ham.

Mr. Horace Leonard Humphreys.

21 Oct. 1907.

After-history of men relieved in West Ham.

Effects of relief work on the men assisted.

Cost of relief work and of labour colony to West Ham.

Sources of funds of West Ham Distress Committee.

Benefit to West Ham from Unemployed Workmen Act.

Industrial conditions of West Ham.

The Poor Law in West Ham.

Class of persons assisted in West Ham by Unemployed Workmen Act.

79441. Have you been able to trace what happened to those people; are they still in West Ham, or have you been able to get occupation for them elsewhere?—Unfortunately we have been able to gain very little success in that direction. For instance, I have noted here the total number of men who last year applied who had applied in the first period, and it was nearly half of the total registration; again this year, opening on the 7th of this month, we have registered 1,350 roughly, and of that number roughly one-third are quite new applicants, but of the remainder, more than half are applicants who have registered both in 1905-6 and 1906-7.

79442. As to the condition of those you have helped during the past two years, do you see any sign of improvement when they have come up again, or have they gone back again do you think?—There is improvement of course, during the period of assistance, but then a very few weeks after that assistance stops they drop back to the old state. There is very frequent evidence of an earnest struggle to pay up while they are getting the work, the debts that they have incurred during their time of stress. Of course there is evidence the other way, but within five or six weeks after the assistance stops they seem to be as bad off as ever.

79443. And the farm colony, although it may be educational, is very much more costly per unit, I assume, than the employment you give in connection with relief works?—Yes, that is so. That would be represented by the fact that in the work of the past winter our total expenditure was £10,250 on the local works, where the contract price would have been nearly £7,500 to carry out the same work; at the farm colony, however, the work is stated to cost three times as much as it would do under ordinary conditions of agricultural labour.

79444. Of your total expenditure, what proportion has come from outside?—The greater proportion by a great deal. We have only had from inside efforts, which have been many and earnest, a total during the last year of £69 ls., out of a total of voluntary contributions collected of £230, and our total expenditure has been something like £27,000.

79445. Without this Act there would have been a great aggravation of distress in West Ham?—Unquestionably.

79446. What is your view as regards the future now. Would you like to continue the Act, if so, what alterations would you suggest?—Personally, I feel that the Act has hardly yet been in being sufficiently long to test the benefits or otherwise of its operations: that is speaking generally. We in West Ham have had cause to be sincerely thankful to the operations of the Act both as a borough and for the individuals assisted. Hence we naturally consider that the Act has been, even although temporarily, a boon to the borough in general.

79447. Have the conditions in West Ham been abnormal during the last three years?—No, they have been the gradually increasing result of past influences in the borough; year by year the problem has been getting more and more chronic in the district.

79448. Do you go so far as to say that in normal conditions the machinery of the Poor Law is insufficient to deal with the social problems of distress and unemployment in West Ham?—In West Ham I think it would be lamentable to leave the conditions as they exist there simply to the machinery of the Poor Law. The Poor Law operations, possibly through practices current to Poor Law administration in outdoor relief and so on, seem to have had some effect in attracting a good many to seek that form of relief, that might have kept from it. We should rather strike at the bottom of the trouble.

79449. What occurs to me from your evidence, admitting what you say that this Act has been beneficial to West Ham, is that it does not seem to me that those who receive relief, or a very large proportion of those who receive relief, were exactly the class for whom it was intended. The class for whom it was intended were respectable persons ordinarily in regular employment, and by some abnormal disturbance temporarily thrown out of employment. I am afraid the great mass of those relieved here were normally very much under-employed?—That is so, but they are also those who a few years since were in pretty regular employment, but who, by reason of the features of the district which I have attempted to note in different ways, have gradually gone lower and lower in the

industrial and social scale, so that they are now forced to pick up what little work they can in the docks and other parts of the borough.

79450. You have been for some time in West Ham, have you not?—For sixteen years nearly.

79451. Certain changes have been made in the docks by which I understand there are certain lists, and attempts being made to decasualise, as far as possible, the labour which is employed. Have they had any effect in increasing unemployment in West Ham?—I have no direct statistical evidence to show, but I should believe that they had, because the more you replace casual labour by permanent labour you are bound to throw some of the others out into permanent unemployment.

79452. Those are difficult people to deal with?—Exactly.

79453. Employment, I suppose, is not increasing or keeping up in West Ham with the growth of the population?—I do not know that the population is growing very much now because the borough is pretty well built over. I do not think from the evidence I have read and seen during the last few years that industries have very much increased there. There have been one or two additional industries started in the locality, but there has been no great industrial enterprise, rather the reverse, especially in respect of the Thames Ironworks, jute works and others.

79454. Was Yarrow's Yard there?—It is not actually in West Ham, it was in Poplar, but it directly affected employment in that fringe of the West Ham borough.

79455. I suppose you have very few highly organised industries in West Ham; I take as a highly organised industry a shipbuilding yard?—We have had more than we have at present. The Thames Ironworks have been highly organised. We have the Boilermaker's Society, the Rivetters', and various skilled trade unions in the place, and there has been a good deal in the engineering works, and the chemical works, and so on.

79456. Are there many railway works in West Ham?—Yes, there are the Great Eastern works, and those of the London, Tilbury, and Southend railway.

79457. (Sir Samuel Provis.) Is there reason to think that West Ham has been somewhat overbuilt of recent years?—No, I do not think there has been that.

79458. Are not there a good many houses empty?—Yes, we have a large number of empty houses, not that they have been put up with no demand for them, but they have been left empty largely on account of the incidence of the rates.

79459. Does that mean that the people are leaving West Ham rather?—Yes, a great many have left West Ham, and those who have taken their place are in many cases, especially in some parts of the borough, not of the same status as those that have left.

79460. Therefore the better houses would be more difficult to let?—Yes, unless they are let in parts, or to those in a scale somewhat lower socially than the previous tenants.

79461. You attribute that largely, do you, to the high rates?—That undoubtedly has been so; there have been other influences at work of course. To a degree one of those influences in the winter of 1904 was the exploitation, as many of us thought, of the unhappy condition of the borough, which led to general national opinions of the borough, which caused many of those in the higher levels of social life in the borough to leave it. Undoubtedly that had an effect.

79462. Prior to this Act, did you get into West Ham an influx of persons desirous of getting assistance?—I personally cannot give any statistics to evidence that, but it was the general opinion that the Poor Law practice in the matter of liberal outdoor relief tended to draw a number into the borough, especially from districts where they found it less easy to get that out-relief.

79463. You had some newspaper fund, had you not, which was administered in West Ham?—Yes, in the winter of 1904-5.

79464. That was prior to the Act?—Yes, just immediately prior to the institution of the Act.

Effect of decasualisation of dock labour upon employment in West Ham.

Growth of population and industry in West Ham.

Reasons of number of empty houses in West Ham.

Poor Law administration in West Ham.

Newspaper fund in West Ham.

79465. Was it also prior to your setting up a joint committee under Mr. Long's scheme?—We did not come under that scheme, being just outside the Metropolitan area.

79466. You did not adopt a similar plan?—No. I believe some effort was made by the borough authorities to be taken in for participation in that scheme. I have no definite information on that, but I have heard so. We were not included in that scheme.

79467. What do you consider was the effect of those Press funds?—Indiscriminate distribution of funds to such a degree that it tended rather to the aggravation of the trouble than to any reduction.

79468. Do you think they attracted people to come to West Ham in the hope of getting similar assistance?—That was one influence; it tended to draw some in from immediately contiguous boroughs.

79469. Therefore your view is that the operation of those Press subscriptions was bad?—Yes, by reason of their form of administration.

79470. It is alleged that at all events in one of them they did make a good deal of investigation. Would your opinion coincide with that view?—No, the information that I received rather contradicted that.

79471. Were you concerned in the distribution?—I did not take part in the distribution.

79472. With regard to the register, do you register each year?—We have a new register each year.

79473. Do you carry forward any cases from the past year?—None at all. We cancel the whole register of the past year upon the opening of the new, and the applicants are notified by posters and otherwise that the old register is cancelled. If they wish to remain on the books they must re-register. We have also adopted the plan this year of putting on the card of each applicant for notifying to the office any work he gets that he must renew the application in the last week of each month; that enables us to get the numbers actually unemployed as registered at each month end.

79474. Therefore these figures show the people who did actually apply during the year to which the figures relate?—That is so.

79475. I think I understood from an answer that you gave to the Chairman that the amount you got in subscriptions was very small?—Voluntary subscriptions very small indeed, in spite of widespread efforts.

79476. What was the nature of the efforts which you made?—One thousand eight hundred repeat appeals, accompanied by reports and evidence of our first year's operations, were forwarded in September last, and at various times since, to Members of both Houses of Parliament, city companies, borough churches, magistrates and business firms who might subscribe, proprietors of borough theatres and places of amusement, football, cricket and concert societies, and others, and they were also inserted in the London and local Press.

79477. Did they have any collections in the churches and chapels for these?—Yes, they did, but not to the same extent, or with such success, as they had in the first year.

79478. After the passing of the Act?—Yes. It, perhaps, was rather then more of a novelty, and the idea had not then grown to the extent that it seems to have grown since, that a statutory institution should be supported by Government grants, that is, subscribers appear to feel they are contributing either through taxes or through local rates, and hence there is not the same readiness to give, or appreciation of the need of these voluntary contributions.

79479. Did you get any voluntary contribution during the year the unemployed fund was in existence, apart from that fund?—Yes, in that year we received between £3,500 and £4,000, but £2,000 of that was an anonymous donation through the member for the borough.

79480. Was that for the purpose of setting up the farm colony?—Yes. Most of the other was in amounts, much larger than usual, in £10, £50, and £100 in support of that effort.

59481. In support of the farm colony?—Yes.

79482. And definitely given for that purpose?—Ear-marked for that purpose.

79483. That was rather a special set of contributions?—Yes, that novelty has worn off also.

79484. You think that the existence of the Queen's Unemployed Fund diminished the voluntary donations you would otherwise have received?—Yes, I think it did because a great number of those that would have given to that effort contributed to the Queen's Fund.

79485. Then perhaps the Parliamentary grant in the following year had something of the same effect?—Probably.

79486. The notion would be that if there was a Parliamentary grant it was not necessary to make a donation?—Yes, largely that, but as far as local subscribers were concerned, they were unable to give, in view of the many calls upon the societies and institutions connected with local churches and other efforts.

79487. The contention on the part of West Ham was rather, was it not, that it ought to receive a share in anything that was done for London itself, in subscriptions and donations that were given for London?—I do not know that that view was very energetically expressed. The opinion was noted, but I do not know that it was pressed. Certainly what we sought to demonstrate was that sums ear-marked for London did not reach West Ham. We had evidence to show that some contributors to the London Fund expected that their contribution to an extent benefitted West Ham, but that could not be so because West Ham was outside the area.

79488. The voluntary subscriptions that were given under Mr. Long's scheme did not extend to West Ham because they were only given for London itself?—Yes.

79489. Was not there some suggestion in West Ham that they ought to share in that?—Yes, I think there was a suggestion, but so far as my knowledge of the position of the thing goes there was no energetic process in that matter.

79490. (*Mr. Russell Wakefield.*) Did not a deputation wait on the old London Unemployed Body to ask for moneys to be allocated?—Yes, that was so, in connection with Mr. Long's scheme, the 1904 body. I was thinking only of the operations under this Act.

79491. With regard to any renewal of the Act, would your view be that West Ham should remain isolated, or that it should come into a general scheme for London?—I should be inclined to say, combine it with London, but there is this consideration in that respect, that the burden of the trouble is so heavy in West Ham that, in view of the complaints that one has heard from the treatment that some London boroughs appear to consider they have received, I am afraid West Ham would hardly get its due share in such a combination.

79492. Therefore you would rather stop out so long as the present body is in power?—Yes.

79493. You do feel that after all you are in a very true sense London: you send your workers into London, and a great many people who work in London live amongst you. It is very difficult to separate you from London?—Yes, I feel that, particularly so in connection with labour exchange questions.

79494. (*Chairman.*) You answer that question in the general sense of being incorporated with London?—In connection with this particular effort I take it.

79495. (*Sir Samuel Provis.*) Do you want to limit it to this particular matter, or do you say that for Poor Law work West Ham should form part of London?—My opinion is that it should come within London for Poor Law purposes.

79496. Have you thought it out at all?—Yes, to the extent that looking at the details of administration generally it would be well to more centralise the Poor Law administration, and in that opinion I should naturally go a step further and consider that West Ham should go into the London area.

79497. Have you considered whether a step further should be taken, namely, that West Ham should come into London for all Local Government purposes?—That I should not like to express an opinion upon.

Mr. Horace Leonard Humphreys.

21 Oct. 1907.

Effect of "Queen's Fund" and Parliamentary grant upon voluntary contributions in West Ham.

Question of joining West Ham with London for purposes of unemployment relief, Poor Law administration, and in general.

- Mr. Horace Leonard Humphreys. 79498. You have no doubt realised that the tendency of modern times has been not to have overlapping areas ?—That is so.
- 21 Oct. 1907. 79499. And consequently if an alteration were made in the area of the county of London for Poor Law purposes there would be a contention it ought to be so for other purposes ?—I think that is likely to follow.
79500. It would not perhaps be a very popular proposal ?—I do not think it would.
- Enquiries in regard to applicants by West Ham Distress Committee. 79501. You took a great deal of trouble in West Ham, I think, in making enquiries with regard to the applicants for assistance under the Unemployed Workmen Act ?—Yes, we did.
79502. What did you precisely do ?—First of all, in respect of the record papers we did not adopt simply the questions on the Local Government Board record paper. I could not have reported to my committee, to the Local Government Board enquiries and to various other enquiries, the not only interesting but very useful particulars about our applicants if we had so limited ourselves, so we added enquiries upon particulars which I am able to supply.
- Method of investigations made by West Ham Distress Committee. 79503. Before you leave that point, did you have any objection raised to these additional enquiries ?—In the first year we had three objections to the form of enquiry, and there was a good deal of outside comment as to the inquisitorial character of the questions ; but so far as the applicants themselves were concerned there were only three. Each of those three we hadly worth considering in view of character and for last year's registration we had no trouble whatever. Of course, steps were taken to secure that the registrars should work on a uniform plan, that they should be firm, tactful and courteous in their treatment ; and I saw that they observed the few rules that they had at the start right through.
- 79503a. Would you describe the procedure adopted in your investigation of applicants' statements ?—The record papers are made up in batches according to streets. (We enter upon a street index immediately after the filling up of the records). These batches in streets enable the senior in the investigation department to arrange his papers for enquiry amongst his different investigators so as to secure the minimum waste of time in running from one part to another. The investigators make their enquiries on a uniform basis ; and they report by written reports on a uniform plan, too. The case papers and reports then pass to the senior in charge of the department, and he has the duty of framing a summary upon the whole case, and recommending the classification of the men on the basis I have indicated in my Statement. From that they pass to the classification committee, and the suggested classification is confirmed or otherwise by the committee. Lists are compiled of the recommended cases, and the men, as required, are called up for selection for the different works.
79504. Do you find that the classification that you have described is expensive ?—Yes, very.
- Cost of investigation in West Ham. 79505. Could you give us any kind of particulars ?—I should say it works out at from 2s. 10d. to 3s. 4d. a case.
79506. You do not see your way to reducing the cost of getting a satisfactory result ?—When I am speaking of the cost I cover the whole investigation and registration ; but, of course, the registration is only a small part of it ; the investigation is the main part. You might say that the full investigation of a case cost 2s. 10d. I arrive at that upon the total cost to the body last year up to the time of closure.
79507. Have you got now your own officers for the purpose of investigation ?—Yes ; last year and this we have carried out investigation ourselves ; in the previous year the Charity Organisation Society undertook the voluntary treatment of the whole matter.
- Information as to cases given by guardians. 79508. Now you have to bear the cost ?—Yes.
79509. Did you get any information from the guardians ?—Yes, considerable, in the direction that the relieving officers fill in our enquiry papers as to the receipt or otherwise of relief.
- Results of West Ham farm-colony. 79510. Therefore you know the cases ?—Yes.
79511. Is your view that the operation of your farm colony has been satisfactory ?—Satisfactory to the extent that it undoubtedly benefits the men while they are there, and especially the home, which means maintenance and independence of Poor Law aid. We look upon
- and treat these payments not as doles paid to the home, but as money earned by the men at the farm. Our lady distributors write reports at the back of the weekly receipts as to the state of the home. As I have noted before, once the men's time there is over the benefit soon vanishes. To that extent one regrets that we cannot keep them there longer. There is, however, another aspect that so far as getting the men permanently back to the land is concerned, we have not yet had a single case of a man voluntarily seeking work in land occupation on adjoining farms, or in other agricultural work.
79512. Do you make a discrimination in the men you send to the farm colony in relation to their previous occupation ?—To the best extent that we can, that is we have so few that have had actual previous experience in agriculture that we should not perhaps get a dozen going down to the colony if that were the sole qualification, other things being satisfactory.
- Method of enquiry used by West Ham Distress Committee. 79513. (Mr. Gardiner.) As to the larger enquiry, you pursue your enquiries in West Ham yourself ; supposing you want information from Holborn, do you send your agent up to Holborn ?—In regard to the enquiries from employers we make that entirely by letter. If necessary then the agent would go up to Holborn, but that would be in the decision of the senior in charge of the department. There is very little of such outside personal enquiry.
- Staff of West Ham Distress Committee. 79514. (Dr. Downes.) What staff have you ?—In what department ?
79515. In every department ; I know nothing about your organisation ?—The staff fluctuates considerably throughout the year. As to the permanent staff, we had three in the first year and have had four this last, but the rest of the staff has fluctuated considerably from one up to twelve.
79516. What is the most you have had at one time ?—Eighteen is the largest number.
79517. What would that eighteen be composed of ?—That would be composed of four investigators, two in the classification room, two in the general office, one accounts clerk, and the rest are temporary registrars doing registration work.
79518. It seems to me from your answer that the main bulk of the staff has been in the registration department ?—Yes, but only very temporarily. The four in the investigation work have continued for a much longer time, to complete the investigations necessary.
79519. The heavy department is the investigation department ?—Yes, apart from the regular men.
79520. How many cases can an investigator deal with ?—It now averages four cases per day.
- Method and extent of investigation in West Ham. 79521. As to the summary which you give us at the end of your Statement, were all those various facts got out by your investigators ?—No, they are the results of information given upon the record papers. When the investigator finds that any of that information is vitally false, such constitutes a false record ; but we have had very little of that. For instance every registrar, when a man comes in, asks him first whether he is actually unemployed at the moment, and tells him to be careful in the particulars given, as they will afterwards be investigated. That has had the effect of being something of a warning to the men very generally to give facts. The direction in which they do not give reliable particulars is the question of the reason of their unemployment.
79522. Does it come to this, that the main facts are obtained by questioning the men—the men's own statements ?—The main facts constituting this sheet of statistics have been all taken from the record papers.
79523. But in a certain number of instances checked by your investigator ?—Yes, all the information given is checked by the investigator.
79524. It would be impossible for the investigator to check all this, would it not ?—You mean to say as to the number of dependents and so on ?
79525. Yes, and the duration of the man's residence in West Ham ?—He has the record paper, and he has certain headings of enquiry ; with what he has and what he asks he gets the information, and if there is anything opposite to what is recorded on the record paper, he has to note it in his report so that to an extent he covers the whole ground. I do not say he goes into every detail in every record paper.

79526. 588 men said they had been in West Ham under ten years at the date of registration. Would that all be gone into and verified, or would you accept that?—We accept that unless there is evidence from the investigator's report that it is false.

79527. So that your enquiries are partial enquiries are they not, they are not complete enquiries?—They are not absolutely complete to that degree.

79528. Are they incomplete in any other respect, any essential respect that you would like to mention?—I have described generally what the investigation is, and what the investigator does. I do not know whether there is any other point you think I have not covered.

79529. I want to know if there is any suggestion you would make as to points which the investigator might take up, which he has not taken up, for want of staff or for other reasons?—I would not recommend further investigation than we at present practice. There is quite enough of it. There is a very strong feeling in the Committee itself that work tests rather than all the private investigation should be adopted. I cannot say that I hold with that personally, because there are so many who might satisfy the short work tests, but whose earnings would little benefit themselves or their families, and thus might keep a more worthy man out.

79530. What do you mean by "more worthy"; are you speaking of efficiency as workmen, or are you speaking of character?—Both, the two combined. Of course if the character proves to be thoroughly satisfactory, but the industrial record is the opposite, one tells against the other, and practically results in no recommendation.

79531. The title of the Act is, "With a view to giving employment or assistance to unemployed workmen in proper cases." What do you consider a proper case?—As the Act, as you suggest, says, it is for those men who ordinarily are in regular employment, and are only out of employment on account of exceptional circumstances. That, of course, we have not been able to apply to any very great extent in West Ham. There are a number of these who have been in regular work at one time or another; but we have not been able to apply that condition, namely, the professed purpose of the Act, as a condition of assistance, or I am afraid we should have been able to assist but very few in the area.

79532. The first duty of the distress committee after receiving the application is to inquire into it and discriminate, but if you are not to make an investigation, how are you to fulfil your duties under the Act?—How do you mean 'not to make an investigation'?

79533. Some of your committee recommend you should not investigate; if their view was right, how would you fulfil your duty under the Act?—They only think that should be an amendment of the Act.

79534. Is there any inquiry into character at the present time?—Yes, it is an industrial and private inquiry.

79535. And in your inquiries which would you lay the most stress upon at the present time: the inquiry into character or the inquiry into efficiency of work?—The full report is given as to what the investigator finds upon his investigation, and it is left to the classification committee to strike the balance as to whether the man upon the industrial and private report given is worthy of assistance. Very frequently where the man's industrial record is thoroughly good, though his home record is open to question, they give him the benefit of the doubt on the basis of his good industrial record.

79536. How are the facts put before the committee; are they reported by you?—No, the papers when done with by the investigation department are forwarded to the classification room, where a rota of the classification committee meets during the stress of the work, and if they agree with the details of the summary, that is confirmed and stamped and put forward by the clerk as a recommended or not recommended case, and the list is made accordingly ready for calling upon the applicants for selection when work is to be offered.

79537. How often do the full committee meet?—The classification committee meets monthly, on the first Friday, as a rule, of each month.

79538. Of how many members does your committee consist?—Thirty-five; sixteen councillors and aldermen, twelve board of guardian members, and seven others.

79539. What is a quorum?—Eleven.

79540. Do you find the attendances regular?—Of some members, yes. The general attendance during last year has not been quite so good as it was during the first year.

79541. Has there been any special reason for that; is there less novelty about the whole thing?—Possibly the novelty wears off. Of course it is the case, as in most other institutions, that the bulk of the work drops upon just a few, and as long as those few show readiness to carry it out, then most of the others seem to think it is quite good enough, being satisfied with the way the few do it, I suppose.

79542. With regard to Paragraph 39, Sub-section 6, you say the weekly wage equivalent made to the colonist and his family is decidedly higher than that obtained by the ordinary agricultural labourer. Can you tell me what that weekly wage equivalent would amount to on the average?—In the first year the total wage equivalent was about 22s. 7½d. During this past year it has been a trifle less; 20s. 3d., I think it is.

79543. That includes the payment to the wife at home, and the cost of the men in the colony; is that it?—Yes.

79544. That would not include any office management?—No, it does not include establishment charges at all.

Mr. Horace
Leonard
Humphreys.

21 Oct. 1907.

Practice and
procedure in
West Ham as
to investiga-
tions into
character and
efficiency of
applicants.

Pay of men
on West Ham
farm colony.

ONE HUNDRED AND TWENTY-SIXTH DAY.

Tuesday, 22nd. October, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc., (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. C. S. LOCH.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP of ROSS.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. HORACE LEONARD HUMPHREYS, recalled; and further Examined.

Mr. H. L.
Humphreys.

22 Oct., 1907.

Numbers of
unemployed
registered
in West
Ham :
what they
indicate.

79545. (*Professor Smart.*) In Paragraph 2 you call attention to the very large proportion of applicants to the distress committee in West Ham, as compared with the number of applicants to the distress committees in ten county boroughs north of London, the figures being 15·9 in 1905-6, and 16·3 in 1906-7 for West Ham, as against something like 5·1 in 1905-6, and 2·4 in 1906-7 for the ten northern county boroughs. The columns are headed "per cent.," but it must mean per thousand, must it not?—The table gives the number of registered applicants per thousand; "per cent." is certainly a mistake.

79546. I think you there suggest something which has not been brought out. May I ask if it is this? You account for the large proportion in West Ham, and also in East Ham, partly by the special causes mentioned in Paragraph 3, but partly also, I think, by something which you hint at in Paragraph 4. Paragraph 4, I take to mean this, that the special distress in West Ham as such, as evidenced by the numbers registered in West Ham indicates the real extent of unemployment over the whole country, while the figures for the northern counties do not adequately indicate that distress? Do I understand you to say in regard to the registration in West Ham that I intend to imply that it shows the extent of the trouble over the whole country?

79547. Yes; you hint at that, do you not? You suggest that unemployment over the whole country is far greater than appears by the figures for the northern counties, do you not?—It is not my intention to suggest that.

79548. Is it not so; I thought it was?—No. It is rather my intention, as I say in 4 (a), to show that the character of the local organisation and of the administration under the Act may result in getting a nearer approximation to the actual extent of unemployment if that organisation be thorough. It is wholly in direct proportion to the thoroughness of the organisation.

79549. Exactly; but I thought your inference was that the state of things in West Ham was such that you brought out the full extent of unemployment?—In West Ham?

79550. No, over the whole country?—I do not intend to imply that, and I could hardly do so.

79551. I thought that 4 (a) meant, for example, that your administration was sympathetic for one thing; that 4 (b) meant that the prejudices against registration had broken down amongst the workless generally; that 4 (c), meant that the independent spirit had given way; that 4 (d) meant that trade unionism was not strong in West Ham; that 4 (e) meant that you had registered people whom other distress committees had not registered, namely, those who had received poor relief; and 4 (f) that people came to you a second year because they got relief in the first year. In all these ways you seem to

bring out the full amount of unemployment?—I am speaking somewhat generally in Paragraph 4. In speaking of the numbers of the unemployed, I am looking not only to West Ham, but to the country generally, not with the intent of implying that West Ham's registration indicates the whole extent of the trouble throughout the country, but rather, treating the matter generally, as showing that the actual numbers of unemployed in any particular locality are subject to the considerations that I have sub-noted there.

79552. Exactly so; but I thought you had a further reference, namely, to show that there was no special cause which accounted for this large figure?—I do not intend to imply that all those causes operate in the numbers that have registered in West Ham.

79553. In Paragraph 6, I note you say that the professional loafer did not register, owing to his distaste for the methods of investigation employed; is that not a very good defence of investigation?—Yes. I believe in investigation.

79554. Then you are quite convinced that there is nothing for it but strict investigation on the distress committee?—I believe in investigation to an extent.

79555. Have you any sympathy with the cry against inquisitorial questions?—I have no sympathy with that, in connection with registration I do not find in my practical experience and touch with the realities that there is that difficulty.

79556. May I ask if you relaxed the residence qualification for twelve months?—If a man had been in the borough eight months, then he was registered—not that he would be at that time qualified for being entertained, but possibly, if he renewed his registration month by month, at the end of the twelve months' period of residence, the Committee would then be in a position perhaps to help him because he would then have qualified by twelve months' residence. We made the twelve months' residence one of the bases of assistance.

79557. You prove that very few women apply—only 2·9 per cent., I think?—There are very few women who apply, compared to the total registration.

79558. Yet in West Ham you have a great number of women employed in industries like jam manufacturing, and so on?—Undoubtedly.

79559. That is to say, women of the very class from whom you would have expected large numbers of applicants to come?—Yes. I have expected right along a much larger registration of women unemployed than we have actually experienced.

79560. Can you give us any reason why they did not apply?—Mainly on the ground that in the past there does not seem to have been any chance of the committee rendering any assistance to them, and on the ground of certain prejudices arising out of that belief.

Desirability
of investi-
gation of
applicants'
records.

Practice of
West Ham
Distress
Committee
in regard
to residence
qualification.

Women
applicants
at West
Ham.

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79561. You say the stoppage of building has been so marked in West Ham, that you class a great number of building labourers as chronically unemployed?—Yes, unemployed and under-employed, and they become increasingly so.

79562. The same you say is true of those engaged in the Thames Iron Works, Yarrow's Shipbuilding Yards, and Woolwich Arsenal?—Yes.

79563. You know of a great many men chronically unemployed in those places also?—Yes.

79564. They have not yet drifted away from West Ham, I suppose?—No.

79565. Was your administration calculated in any manner to stop them from drifting away? Did you fully recognise that the only salvation of those people was to migrate them?—Yes. We attempted to get information of the scope that there might have been for them, and that we understood there was, in one or two of the northern centres; but on application to those northern centres, the usual reply was that they had enough men of their own to meet the local needs. We did actually assist, to a small extent, under the powers granted in the Act for removal from one district to another, those who had been engaged in past years in the Thames Iron Works; but that did not affect the trouble much, so far as the distress committee's operations were concerned. Of course, there were a good many who went of their own accord, and who did not register at all; I mean to say that I believe there was a large migration from the borough to the northern centres of men rather more skilled doubtless than many of those that came upon the distress committee's registers.

79566. You did not find in the distress committee any tendency to keep men from migrating?—No.

79567. A small percentage of unemployment, 5·2 per cent., you say is due to avoidable personal causes?—Yes.

79568. A great proportion of that unemployment, I gather, is due to a great flood of labour attracted to London by such things as the Tubes, the building of tramways, and so on?—Yes. I believe so.

79569. And then those men are left stranded?—Yes. Evidence of that is to be found in many of the record papers that we have as to their last employment, and the previous employment to that, and so on.

79570. And so London tends to become a swamp to a greater degree than other places?—That is my belief.

79571. In Paragraph 11, where you deal with the underlying causes as evidenced upon investigation, you speak in (c) (ii.) of the "failure to recognise the equal national need of the manually as well as the mentally dexterous"; I do not quite understand your evidence on that?—That touches upon questions which are, in my conviction, at the root of part of the trouble in our educational ideals generally. In my conviction, there has not been sufficient recognition of the need for regular opportunities for the manual training of every child, not merely of a small percentage of the elder boys or of the elder girls in each school, in order to give a chance of letting each child show what latent or other powers he or she has manually, in addition to the close attention that we have given generally to the mental training.

79572. The influx of rural workers into West Ham is, in itself, very small, is it not?—That is the case so far as our distress committee's registers indicate. It is a very small direct cause, as I say.

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79573. I shall bring out the indirect cause by the next reference perhaps. What do you mean by the military discharges as accounting for 0·7 direct, and 14·2 indirect? You might explain that general reference?—I think if you will look at the sheet of statistics in the Appendix, you will see that I have noted there the numbers of those who have been in the Army at some time or other. In Section 9 of the Appendix, I say that the number of applicants who had been in the Army was 688. That is the ground of my reference to the matter as an indirect cause; so many men have been in the Army, as I have noted there, during some of the best years of their lives for trade training, then they fall out, and a great number of them seem to come regularly upon the unemployed lists year by year. I had a case this last week which exactly illustrates that. A man was obliged to come out of the Army, and he had no work and no employ-

ment at his fingers' ends to go to. His records and details of investigation that I have looked at since seem quite satisfactory, but, having spent these years in the Army, and being thrown out now without any means of subsistence apparently, he comes upon our lists. That will illustrate what I mean by the direct and the indirect causes. The direct causes are such cases as that given, and the indirect causes are those men who have, at some time or other, served in the ranks.

79574. How do you apply that to the rural labour that I spoke of before, when you said the direct influx of rural workers was very small?—Do you ask what is my meaning of "direct" and "indirect" there?

79575. Yes?—It is a direct cause, in that those who have noted that their last employment was agriculture were under ten on our total list; but those who have had some little experience, at some time or other, were a larger number—I do not know the exact number. My main inference or suggestion is this—that these men from the country do not come immediately upon distress committees' registers, but their immediate effect is to oust others of the town workers out of their work, and then these town workers fall immediately upon distress committees' registers, and the rural workers themselves will gradually, if the same conditions continue in the locality, lose their stamina, and will thus gradually fall upon the registers in their turn.

79576. How do you make out that the Employers' Liability and Workmen's Compensation Acts throw controlling powers into the hands of the largest employers?—I am stating wholly my own opinions there, and I take it that it is quite understood that I am not necessarily giving expression to my committee's opinions at all. I mean by Paragraph 11, Sub-section (ix.), that the liabilities which are imposed in respect of these liabilities upon the smaller employers tend to lay upon them greater responsibilities against which they have to insure, which have either to be taken into consideration in their continuing as employers instead of journeymen, or which are deterrent possibly to others who would be small employers taking up that position in view of the increased liabilities that they would have to be under.

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Influx of rural labourers and Army Service as causes of unemployment direct and indirect.

79577. Cannot a small man insure himself at the same rate as a large man?—Undoubtedly, but the rate still has to be paid whatever that rate is, and if the small man has not the means to meet it, he has, I presume, to take all those liabilities into consideration before becoming even a small employer.

79578. You speak of the pains and penalties; do I gather that you do not quite approve of these increasing pains and penalties?—As contained in those Acts?

79579. Yes?—Generally I do. Possibly these matters may gradually right themselves.

79580. Do you think them inevitable generally?—They are inevitable at present. In my general opinion labour legislation has somewhat considerably changed since, say, the times contemporary with the Statute of Labourers, when it seemed to be rather legislation wholly against the workman and in favour of the employer; we have got now to the point when things rather tend the other way, I think. That is my own opinion, of course.

79581. Then in Paragraph 11, Sub-section (x.), you refer to the lack of recognition; what do you mean by that paragraph exactly?—I say there, "lack of recognition that a country's industrial welfare is closely bound up with its aims and methods in national education"—that I have already touched upon—"and directly with its commercial policy"—that perhaps touches a somewhat delicate question.

Underlying causes of unemployment.

79582. That is what you are alluding to, is it?—Yes. I do not know that I should get very much nearer if I went into greater detail.

79583. Then in Paragraphs 13 and 14 you deal with minor effects, social and municipal, and in Paragraph 13 you allude to the geographical position of West Ham, I think it is, and you seem to think that West Ham is a geographical focus of distress, as I understand it?—Yes, in West Ham, etc. by reason of the provision of the docks with their allied industries. That has the effect of drawing a large number of men, who have failed in other

Effects of dock and industries

Mr. H. L.
Humphreys.

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directions, to attempt to get work there. Our experience, as our lists indicate, shows that there are numbers of men who have been in skilled trades who, losing their places in the labour market and getting lower and lower in the industrial and social scale, go to the docks as their last resort; and so you get an aggregation of such men as that, not only from the borough of West Ham itself, but from other districts in the immediate neighbourhoods, whose unemployed will seek a little work in the same way.

79584. Is West Ham the worst case of that in London, do you think?—I can hardly say it is the worst case because I think Poplar would be affected in the same way, and one or two other dock districts.

Expenditure
on relief
works in
West Ham.

79585. In reference to Paragraphs 16 and 17, am I right in the following figures? You say that the direct expenditure on relief works amounted to £21,000 in 1902–1903, and to £25,500 in 1904–5 plus administration charges, plant and raw materials?—That is so. That was wholly provided from borough funds, or will have to be eventually.

Unemploy-
ment
distress in
West Ham
in 1893–4.

79586. In reference to Paragraph 18, the date of the borough engineer's report referred to there, surely should be 1903–1904, but you say 1893–1894?—No. That is the beginning of the period when attempts were being made to meet this problem in the borough.

79587. Even then, he saw it was difficult to find work?—Yes. That is about the period that I mark as the beginning of the development of the chronic stage.

79588. (*Mrs. Webb.*) Are there any reports about that period?—The only report that I have been able to obtain as bearing directly on this question, is the report I quote there.

79589. There are no other Reports then?—I know of no other.

Opinions
in West
Ham
Distress
Committee
as to Un-
employed
Workmen
Act.

79590. (*Professor Smart.*) You are not ill-pleased with the Unemployed Workmen Act as a reasonable first step, I gather?—No; I think it has done a great deal for West Ham.

79591. But you would like it in various departments strengthened and developed?—Yes.

79592. Is that the general opinion among your Committee?—Among my Committee, yes.

79593. Distinctly?—Yes, it is the general opinion; I do not say it is the unanimous opinion.

Advantage
of labour
exchange
system.

79594. I see you approve generally of labour exchanges; have you any criticism to offer on them?—Generally, I believe that they would tend to attack a part of what I think is the cause of the present big volume of casual labour in the borough. If we could only get those who need casual labour to arrange, much in the same way as it is suggested ordinary commercial houses will in their slack times transfer men from one department that may be slack to another that may be busy for the time being; and if we could apply that municipally among the firms through a central exchange for the borough, which would be similar to the central office of a firm so transferring its men from a slack to a busy quarter, that, I think, would certainly tend to keep some of these men who are now in casual labour in more regular employ, while at the same time, of course, it would make absolutely unemployed, as I said yesterday, some of those who are now under-employed.

79595. Then supposing you had had a thoroughly efficient system of labour exchanges all over England, would the position of West Ham have been materially bettered? What would it have done for West Ham particularly?—I believe that it will gradually improve the conditions everywhere, as we get a linked-up system right through the country. I do not say that that is by any means the only remedy, but it is one means of attacking the causes which I think we need to aim after.

79596. Would the chief value to West Ham be negative, that is to say, to show that there was no hope of employing the large masses of casual labour that you have there?—Undoubtedly it would.

79597. And that would be one of the very greatest positive services?—That would have the advantage of ridding us of a little bit of the general confusion as to causes which at present exists.

79598. Then you say that there was a large scope for engaging unskilled labour on an extensive scale upon Wanstead Flats, and in Wanstead Park; what West Ham were these works?—I have not seen what they were?—The work on Wanstead Flats was a large surface drainage scheme, including the enlargement of a lake for the purpose of draining the Flats and relieving the surface drains of the immediate near neighbourhoods. The whole system opened out into what was previously an unpleasant hollow in Wanstead Park, and last year we developed the scheme further by excavating and concreting this hollow in the form of a lake.

79599. In Paragraph 30 you are very emphatic against doing anything that would interfere with the ordinary employment of labour?—Yes.

79600. Do you mean to say that these works in Wanstead Park would escape that criticism?—That would not have been done under the ordinary conditions of labour.

79601. Why?—It was under the control of the Epping Forest Committee, and there seemed no near prospect of the Epping Forest Committee recognising the special need for this work. Though the West Ham authority and other near authorities might have strongly wished for some such work to be done for the relief that I have named, still the whole is under the control of the Epping Forest Committee, and they might not possibly have considered that it was their duty to go to the expense of adopting that relief.

79602. Do I gather you to mean that the Epping Forest Committee could not have recouped themselves for the expense?—Not to my present knowledge, except by letting the lake for boating purposes.

79603. The results would have been too general, do you mean, to have been put into money form at all?—Yes.

79604. But that is what your work was able to do?—Yes. It was a useful work to the surrounding localities, and at the same time it was forming an outflow to the work that we carried out last year. It is now amply justifying its construction in the increase of that lake.

79605. In Paragraphs 34 and 35, you say there has been a decrease in the West Ham pauper statistics, and you ascribe that, I think, rather pointedly to a transfer from the Poor Law authorities to the distress committee?—The remark was made to me by one of the officials of the Board that there was, as statistics indicated, a decided decrease in the pauper statistics of the borough. That may possibly have been due to greater care owing to certain recent circumstances in connection with Poor Law administration, but also, I believe, that numbers of those who would under the ordinary conditions of things have applied to the Poor Law, kept out of it for the sake of getting some little help by work from the distress committee.

79606. Then you admit that you have been doing Poor Law work, although in a healthier form, as you put it?—In a healthier form, yes. I look upon our farm colony, and upon the works that we have provided, as really improved labour yards applied to much more useful purposes than the ordinary work in most of the workhouses.

79607. You say outdoor relief saps independence and self-respect; I suppose you mean to suggest that outdoor distress work does not?—Yes; because out-door relief really consists of doles of money or kind, whereas I look upon work as the healthiest form of assistance that anybody can provide.

79608. As regards emigration you have come to the conclusion that very few of the best workers did emigrate?—Yes.

79609. And you have no sympathy with the general cry that emigration is draining the best blood of the country?—I have very little sympathy with it, so far as our experience goes, that is, experience derived from the distress committee's operations. I recognise that a great many good workers are leaving the country of their own free will, and of course, everyone of those that we emigrated went of his own free will, by a definite written application for that assistance. So far as the cases that we have dealt with are concerned, as given in the classification, it certainly does not seem to have affected the skilled workers as generally so described.

Local relief
works in
West Ham.

Effect of
Distress
Committee
work on
pauperism
in West
Ham.

Comparati
effects of
Distress
Committee
relief work
and Poor
Law relief

Emigrati

22 Oct., 1907.

79610. I very often hear that grievance put into form by distress committee men, but does it not amount to this, do you think—irritation that the Colonies get the best of the unemployed while we are left to support the very worst?—They give us help really where we least need help, because the Colonies take the best of our unemployed and leave us the worst?—If you take the sum total of the emigrants of all kinds, not only from distress committees' operation but of all kinds, doubtless the Colonies are getting some of the best of our men.

79611. And that rather irritates those who administer the law, sometimes, I think?—I am discussing it only in the light of the distress committee's action.

79612. Then I see you are so strong upon the residential qualification that you would actually extend it beyond twelve months?—For the sake of forming a greater deterrent to those who would try to get upon distress committees' registers simply for the sake of the emigration assistance. For instance, there were a number at the end of last year, and there are a number who will possibly register this time whose main object is to get emigration assistance. In one case in particular, I found that the applicant had some very real means at her disposal, yet she was attempting to get this form of cheap assistance from the Committee on the plea of poverty. Investigation, of course, brought that out; that is further evidence where investigation became valuable.

79613. What were the farm colonies in which West Ham was interested?—South Ockendon in Essex.

79614. And what others?—There was only one.

79615. Your final judgment on the farm colony seems to be that it is a first-rate sanatorium, but does not lead to any permanent strengthening of the men?—Not under present regulations, which only allow of their giving the man, whatever his aptitude or capacity or previous experience may have been, a maximum period of sixteen weeks.

79616. May I ask what you mean by Paragraph 39 (viii.)? Are you looking forward to a discontinuance altogether of relief to unemployed workmen and considering what was to be done afterwards with the colonies, or what?—No, I did not write that with any idea of looking forward to that action, but rather with a view to some general comments that have been made as to farm colony operations, and the possibility of their being stopped and put an end to so far as present purposes are concerned.

79617. Would you recommend that they be changed definitely from these purposes, and be used for small allotment holders under the present Act?—That I should not like to give any opinion upon, because in my general conviction we have hardly yet had time enough to determine their usefulness for present purposes.

79618. You say, "Should farm colonies be discontinued" etc.? I want to know whether you mean to discontinue them or to continue them?—I refer to farm colonies "as under the Unemployed Workmen Act."

The Right Rev. the LORD BISHOP of STEPNEY, called; and Examined.

79619. (Chairman.) You have been good enough to prepare a paper giving your views as to distress due to unemployment in London, which we may take as your evidence-in-chief, if you will hand it in?—Yes. (The Witness handed in the following Statement.)

EXTENT OF DISTRESS DUE TO UNEMPLOYMENT.

1. *Numbers of Persons affected.*—There are no statistics which are really trustworthy; the most illustrative figures that there are about 30,000 men, with families, in Unemployed Fund in 1905, and by the London Central Unemployed Body in 1906. It would appear from these figures that there are about 30,000 men, with families in London, ready to register themselves as unemployed during the winter; of these about two-thirds are regarded by the distress committees as *prima facie* genuine unemployed cases. But very different standards of investigation were used by different committees. It must also be remembered that the figures only refer to men who have been twelve months resident in London, that single men, and the large class of vagrant labourers are not included, and that the more skilled artisans, even while unemployed, were reluctant to register themselves. Only 338 women were registered—possibly because it is in the summer months that their employment is most scarce.

2. *Classes of Persons affected.*—The main bulk of the unemployed come from the class of general labourer, men who are either casual labourers, or labourers attached to seasonal trades, such as building, or painting, or to the docks. The skilled artisan either does not apply for work, or during unemployment is otherwise maintained.* The only large class of artisan who applied for work belonged to the seasonal trades, specially painters.

3. *Character of Persons affected.*—There are, no doubt, large numbers of quite honest men without any special skill or capacity, but who are anxious to obtain work. Of a large number of the men for whom work was found (see previous note) 71·9 per cent. were between the ages of twenty-six and forty-five. If the men employed in the various public works were samples of their class, it was obvious that they were largely inefficient for physical reasons, or unaccustomed to hard regular work, or merely incapable of good work without constant supervision.

* Thus of the men employed by the London County Council in the Royal Parks and at Osea Island, Garden City, and Farnbridge only 4·4 per cent. were members of trade societies, and only 5·3 per cent. members of other provident societies.

It has been found that such men are often improved in both physical and industrial efficiency by a spell of regular work and wages. This would indicate that they were not so much constitutionally inefficient as rendered so by the demoralising effect of periods of idleness and want of sufficient food.

4. *Period of duration of Distress.*—Unemployment is, of course, largely periodic, due to the natural shifting of trade and to the conditions of seasonal trades; but such unemployment is not the serious problem; the really serious problem is the mass of men, who appear to be in a chronic state of unemployment; or to be so casually employed as to be ready to enter themselves as unemployed, with a view to getting even temporary work provided for them.

CAUSES OF DISTRESS.

5. This question presumably means causes of unemployment. It is unnecessary to specify such normal causes as the changes of trade centres, the introduction of mechanical inventions, the changes of methods, the fluctuations of demand—but I would call special attention to three facts of London labour:—

(a) The excessive demand for boy labour. The business of exchange is vastly greater in London than the business of production, and readily absorbs any number of boys without teaching them any definite trade; so that after nineteen they are apt to drift into the already over-large class of general labourers.

(b) The prevalence in London of ill-paid by-employments, especially for women and girls, such as match-box making and slop tailoring and boot-making; the ability of the women in their own homes to earn money facilitates the men remaining idle, or refusing to move in search of work.

(c) The attraction of industrially undesirable persons to London by newspaper funds, spasmodic charities, shelters and the like. These attractions are an inducement to naturally idle and inefficient persons, and to the large class of broken men in country districts or provincial towns. Once they find their way to London, there they seem to stay, and pass in and out of the workhouses. They thus swell the ranks of those who are competing for the chances of casual labour. Nothing is more marked in many districts of London than the way in which a lower class always tends to drag down to its own level the class which is immediately above it. The report of the Stepney Guardians for 1906 contains some strong and significant words about this danger.

The Right Rev. The Lord Bishop of Stepney.

22 Oct., 1907.

Duration of unemployment.

Causes of unemployment in London.

Boy-labour.

Sweated industries.

Influx of undesirable persons owing to charities, newspaper funds, etc.

*The Right
Rev. The
Lord Bishop
of Stepney.*

22 Oct., 1907.

Effects of
unemploy-
ment.

THE EFFECTS OF DISTRESS DUE TO UNEMPLOYMENT.

6. The worst effect is the degeneration of body and mind which results from irregular employment or long periods of unemployment. A few months of this sort of life seem to be sufficient to sap both the physical efficiency and the moral self-respect of large classes of men and women. Hence the need of taking measures to prevent decent labourers, temporarily unemployed, from drifting into this degeneration.

7. Another effect of distress is, that women and children are sent into labour of a poor sort so as to earn even a few pence or shillings; and boys and girls sent into the streets at such times often acquire habits which hinder the chances of their ever becoming efficient workers; hence the need of seeing that work given to a genuine case is sufficient to maintain the home in decency.

REMEDIES FOR THE DISTRESS.

8. *Work provided by Municipal Bodies.*—On the whole in London such work has had a bad effect. It has tended to adopt the pernicious system of giving doles of work to all comers, two or three days of the week, with a view of satisfying the largest possible number of applicants. This is a plan which obviously rather creates a class of unemployed, than succeeds in lifting men out of it. In several boroughs there is, or until recently was, a real danger of a class of permanently unemployed expecting winter by winter to subsist on doles of municipal work. There seems little prospect of this remedy being anything else than an aggravation of the evil.

9. *The Work of the Central London Unemployed Body.*—In many ways this body has been useful.

10. It has spread a wider knowledge of the real problems of the unemployed among the members of local administrative bodies, than probably could have been given in any other way. It has been remarkable to note the different tone and language of its members as they have been gradually brought face to face with the real problems of administration.

11. It has made some effort, at least, to induce local authorities to realise the need of a uniform system of investigation through the distress committees. In this effort it has been only partially successful. It is extremely difficult to induce public bodies to take sufficient pains, or have sufficient patience about individual cases, and to find persons of sufficient leisure to be able to do so. It would seem that the best distress committees have been those which have made most use of outside persons, practically accustomed to the administration of charity, or familiar with the life of the poor. Moreover, it has been found impossible to make any satisfactory enquiries as to character, and even references to employers practically break down when the vast majority of the cases are casual labourers, who shift continuously from job to job. But the distress committees represent at least a possibility of great good in dealing with the problem; the possibility can be realised in proportion as the committees learn experience, and check the tendency to haste or temptations of popularity.

12. In regard to the work provided by the body, there have been great difficulties. Some sort of gradation of work to suit the industrial character of different classes of applicants is most desirable, but has been found practically unattainable; the work offered has been mainly merely labouring work. It has been difficult to avoid the two dangers, on the one hand, of making the conditions and payment of work too attractive; on the other hand of making them so distasteful, or cheap, as to affect the self-respect of the workers. The Labour Party not altogether unnaturally view with great suspicion any use of unemployed labour by public bodies, at rates of pay substantially less than the rates normally paid to that class of labour. The best results, as I shall mention later, seem to have been obtained in labour colonies. But in spite of these difficulties, the following good points in regard to the work provided by the body may be noted:—

(i) It has been continuous, lasting usually from between eight to twelve weeks.

(ii) It has been under supervision more or less vigorous, and in these two respects it has been much better than the sort of work provided by the municipal bodies.

(iii) The conditions attached to the grants given to municipal work, by the central body, have had a very real influence in inducing the municipal bodies to abandon irregular for more regular employment of the men. There has been a very general recognition on the part of the members of the body that it is far better to give adequate work to a few than doles of work to a large number; 4,098 men, heads of homes, were employed.

13. *Labour Exchanges.*—This ought to be one of the Labour most helpful remedies as a means of bringing the supply exchanges of labour into touch with the demand, and adapting labour to the fluidity of trade and industry. If they could only be given sufficient time, and could secure the co-operation of employers, and work in connection with one another in different parts of the country, they might do real good. But experience has shown that there are difficulties which must be avoided:—

(i) It is important that their work should not be too closely associated with any organisations directly dealing with the ordinary unemployed; the men who would be most likely to benefit by a labour exchange are often just those who would shrink from linking themselves with the ordinary unemployed.

(ii) The trades unions view such exchanges with suspicion, as they feel that they may provide facilities to employers to obtain cheap labour. They cannot be regarded as a substitute for the far more efficient organisation of supply and demand of labour through the great unions; but though their sphere may be thus restricted, they ought to secure more attention than they have in the past received.

14. *Emigration.*—Excellent work has been done in this respect in London through the Central Unemployed Body, the Charity Organisation Society, the East End Emigration Fund, the Church Army, and the Salvation Army. Probably, at present, it is the best remedy for the large class of honest men anxious to work, fairly efficient, but, through one circumstance or another, handicapped in the competition of labour at home. It is unnecessary to speak further, as the reports of the unemployed body, who up to January had emigrated 1,191 persons, and of the East End Emigration Fund sufficiently show the good work that has been done. Yet there is some justification for the often expressed dislike of the representatives of the working class to the growth of the idea that emigration is to be accepted as the real solution of the problem.

15. *Labour Farms and Colonies.*—There ought to be four kinds of such institutions:—

(i) *Occasional*; places where useful work could be provided for men separate from their homes and living together for a time under healthy conditions, close supervision, and good food; while in return for their work, their homes, at certain fixed rates, are supported for them. This separation from home is probably the best self-acting test that can be devised for distinguishing between the willing worker and the idler only looking out for an easy job. Experience seems to show that under such conditions the men more rapidly improve in physical and industrial efficiency, are better able to return to the ordinary world of work than under other conditions, and there is more security that the homes are kept in a good condition. The difficulty is mainly that of finding sufficient work of a really useful sort out of London, without interfering with local demands for labour elsewhere. It is here that probably the State might be able to be of some assistance in the case at least, of the best sort of workmen applying. It ought to be noted that the Labour leaders seem to object to this system, as prejudicial to the self-respect of the men, but this is an objection more sentimental than real.

(ii) *Educational colonies*; that is, colonies that set themselves to give some real training in some special kind of industry to those who work in them. Such a colony is that established by the Central London Body at Hollesley Bay. I would refer to the reports as to its measure of success. It may be said generally that there seems little chance of any real solution of the unemployed problem in sending city-bred people back to the land. Efforts ought rather to be concentrated on keeping the country-bred people from

Effect of
municipal
relief-work
in London.

The Central
(Unem-
ployed)
Body.

Distress
Committees.

Difficulties
in providing
work by
Central Body.

Advantages
of work
provided by
Central Body.

Difficulties
in regard to
labour
exchanges.

Emigration

Labour
Colonies—
four
necessary
kinds.

drifting into the city; but such colonies might be of great use for selected men, especially in giving them a better chance if they are emigrated.

(iii) *Remedial*; colonies for the physically inefficient and the feeble-minded. There is great need for the increase of such colonies throughout the country.

(iv) *Penal*; colonies for persistent vagrants. I shall allude to them again later.

16. *Trade Unions' Unemployed Benefit*.—This is one of the really sound and effective methods of preventing good workmen from degenerating during seasons of unemployment. On the whole the system seems to work admirably. I have known hundreds of cases where it has entirely sufficed to keep up a workman's hope and self-respect, and allusion may be made again to the significance of the very small number of men belonging to the organised trades, who have cared to register themselves as unemployed.

17. I venture to call attention to the following *special points*:—

(i) There is urgent need of combining with any legislation for relieving the distress due to unemployment legislation for securing greater strictness in the treatment of habitual vagrants, and the segregation of the permanently inefficient and feeble-minded. It is earnestly to be hoped that the Commission may see its way to make some definite recommendations on this point.

(ii) I would emphasise the danger of dealing with the distress due to unemployment sectionally and spasmodically. It is a problem which can only be satisfactorily approached as part of a wider social question and by the gradual and patient co-operation of a number of simultaneous movements.

(iii) There is need of more systematic co-operation between the various public authorities concerned with this problem—Poor Law guardians, public health authorities and any bodies specially charged with dealing with the temporarily unemployed. It is obvious, *e.g.*, that many persons unemployed by reason of some mental or physical defectiveness ought to be regarded as suffering from a form of illness and treated accordingly. Again, co-operation will, it is hoped, become necessary between the police and the guardians in regard to distinguishing between occasional and habitual vagrants: and between the guardians and whatever bodies manage a system of employment exchanges. It is possible that the time has come for a re-arrangement of the functions of such public authorities: and also for the creation of a permanent stipendiary official in definite districts to whom all persons applying for "relief" ought to be referred, and who would determine for each case the authority by which it can be properly and satisfactorily treated.

(iv) In regard to unemployed persons left to the operation of the present Poor Law, guardians should discriminate between those who seem to be capable of becoming good workers and those who are habitually and intentionally "vagrant." In the case of the former every effort should be made to make residence in "the house" a time of stimulus and industrial training and in some instances an extension of the modified Workhouse Test Order might be used. The case of the latter ought to be dealt with in some form of penal colony.

18. The question whether any body should be allowed to use public money (apart from the Poor Law), whether in the form of rates or State subvention for the relief of the unemployed, is one of great difficulty. I can only point out here:—

(a) That some statutory body seems to be necessary to secure some uniformity of policy and to exercise some control over the action of other public bodies.

(b) That this can scarcely be done without the administration of some funds.

(c) That voluntary funds are not likely to be forthcoming for any serious and sustained public effort; and

(d) That voluntary funds administered by private individuals or societies are apt to be administered sentimentally and to do more harm than good.

19. It is obvious that there are other remedies going deeper to the root of the matter which must be patiently and concurrently applied, such as:—

(i) The development of the resources and attractions of country life.

(ii) The diffusion of industries outside already overgrown cities.

(iii) Some control over home industries—those usually called the "sweated industries."

(iv) The better organisation of private charity.

(v) The improvement of the health conditions attaching to the homes* and the rearing of children—defective conditions being largely responsible for the class of the wholly or partially inefficient.

(vi) Greater efforts to connect elementary education with skilled or regular employments. How to lessen the fluctuations of industry and trade is obviously a question far beyond the province of the present inquiry.

79620. (*Chairman*.) I am not quite sure that I know the limits of the diocese of Stepney?—The boroughs of Shoreditch, Finsbury, Bethnal Green, Hackney, Stoke Newington, Poplar and Stepney.

79621. Then it does not run at all to the south of the Thames or across the Lea?—No.

79622. In Paragraph 1 your Lordship gives an estimate, or accepts rather, an estimate of the persons who are affected and who come under the category of the unemployed. About 30,000 men have registered themselves as unemployed during the winter, and about two-thirds of those, I see, were accepted as, *prima facie*, genuine unemployed cases. Should you say, in your experience, that this class has increased in recent years in your diocese?—Yes, certainly. Of course I can only speak with a comparatively limited experience of six and a half years, but from the evidence of the older residents I should say distinctly.

79623. This class, which I may call the lowest stratum of unskilled labour, has increased proportionately, if not more than proportionately, to the population, has it not?—Yes. There may be other reasons for the proportionate increase, that is to say, the perpetual flux of the steadier working men from that part of London to the North and further East.

79624. So that certain parts are becoming rather a congested mass of low-grade labour?—That is so.

79625. The skilled artisan, as you point out in your statement, did not, in your judgment, apply for assistance under the Unemployed Workmen Act?—Scarcely at all.

79626. Then, in Paragraph 3, you go on to draw attention to the age of the persons affected, and you show that nearly 72 per cent. were between the ages of twenty-six and forty-five, that is to say, were really in what is supposed to be the zenith of life?—That is the working age. Of course that applies only to certain figures which were obtained in regard to the men employed in certain particular works under the county council, in the Royal parks and in some of the garden cities; but they were typical of their class.

79627. The serious problem in this part of your diocese is that there is a large number of persons who are either chronic in a chronic state of unemployment, or perhaps I might use a word which another witness utilised largely, of "under employment"?—Yes.

79628. And the influence of this under-employment has a most deteriorating effect both on the physique and on the morals of the persons that experience it?—Certainly.

79629. So much so that I suppose one may fairly infer that in a very limited number of years a person who otherwise might be capable of ordinary work would almost drift into a condition of being unemployable?—I think he loses spirit and he loses will-power and he loses physical efficiency, which is the basis of those other qualities, more perhaps than we think.

* It is worthy of note that of the unemployed for whom work was found in the ways mentioned in a previous note, whose average number of children living at home was 3.04 and children under 14, 2.66, 27.6 per cent. occupied single rooms and 41.1 per cent. two rooms.

The Right Rev. The Lord Bishop of Stepney.

22 Oct., 1907.

Various remedies to be applied.

*The Right
Rev. The
Lord Bishop
of Stepney.*

22 Oct., 1907.

Large
permanent
reserve of
labour in
London.

79630. Then your Lordship passes on to the special causes of this distress?—Yes; but perhaps I ought to explain that in putting it in this form I merely followed, being much pressed for time, the questions which were addressed to me by your Secretary.

79631. I think it is a very convenient sequence. The first cause which you put is the excessive demand for boy labour?—Might I interject there that I should think perhaps these three points to which I call attention in Paragraph 5 should really be all included under one cause, which is not specifically mentioned, which is a signal cause, and which, I suppose, one might describe as what appears to be the permanently over-large margin of available reserve labour in London, to which I have no doubt many other witnesses have called your attention.

79632. That is to say, there is in almost every form of occupation, and particularly in all low-grade labour, a considerable reserve?—Yes, which is permanently much larger than the community and our industrial conditions require. There must always, of course, be some reserve of labour, but in London, at any rate in that part of London, there appears to be a much greater supply of that reserve labour which will always be necessary than is really involved in the industrial system. The points that follow are instances of the way in which that over large reserve is maintained and increased.

Uneducative
boy-labour.

79633. We have had evidence from a number of witnesses, and I think the trend of their evidence is to show that there is almost an increased demand for boy labour of a certain kind in London?—Yes; and I should think so too, very strongly.

79634. It has been suggested to us that the education through which they have gone has been considerably wasted on these boys, inasmuch as on leaving school they drift into these occupations, and when they have arrived at the age of adults are not infrequently discharged from them; is that your experience?—Yes, very much so—constantly.

Types of
casual
labour.]

79635. Should you say that the demand for casual employment in London is on the increase as regards men? It seems to me that there are two classes of casual labour which have obtained great dimensions in London; there is (1) the casual labourer at the docks?—Yes.

79636. And then (2) at the other end of London there is a very rich and large residential district where there is a great deal of odd-and-end jobs of casual labour, which are connected with the houses of the rich?—Yes.

79637. You would agree there, would you?—Yes. Then I think there is an increasing tendency to throw men out of regular employment when they have got over a certain age, say forty, and the like; and for casual work which can be done before that age there is this continual influx of unskilled boys ready to do it at almost any wage.

Casual boy-
labour.

79638. This class of labour is attractive to the boys, is it not, as it gives them greater liberties?—Because it gives them freedom.

79639. Freedom from regulations and restrictions?—Yes.

79640. I suppose you would say that this demand for boy labour in the course of time recruits these reserves of ill-paid low-grade adult labour?—Yes.

Sweated
women's
labour, its
causes and
effects.

79641. Then you go on to point out that there is a prevalence in London of ill-paid employments, especially of women and girls; I assume that this under-employment of the men rather tends to force the women into employment?—Yes, it does. I might mention that I made a long tour of visits to women engaged in what are called these sweated industries in a certain district of London; I visited them all, and went as carefully as I could into their conditions. I remember in one day five or six cases where the unemployment of the man—and in most of these cases they were dock labourers—had forced the young wife, in spite of her having children, some of them children whom she ought to have been nursing, to undertake this sort of labour.

79642. We have had evidence to the effect that this class of labour is not only detrimental to the women, but also has a bad moral effect upon the men, as there is a tendency for them to rely more and more upon the women's earnings rather than upon their own wages?—Certainly. It would be difficult to judge, but there seems evidence that where there exists an immense preponderance of this sort of low-

grade labour, certain types of manufacture come there which are able to give employment especially to women and girls, at very low rates of wages, such as jam-making, rope-making, sack-making and the like.

79643. Some of these employments are seasonal, are they not?—Yes; at any rate the work is not very regular. Such manufactures are specially prevalent in the region in the farther east of London—Poplar and about there.

79644. As regards the Unemployed Workmen Act Effects of you think, I see, that the work which was provided by municipal the municipal bodies previous to the introduction of relief work the Act had on the whole a bad effect?—Yes, I should say so. previous to Unemployed Workmen Act.

79645. It was a system of giving doles without proper investigation, and the assistance given to the men was scarcely sufficient, owing to the limited number of days in the week on which they were occupied, to give the applicants means of supporting themselves or their families?—Yes; and certainly in many places it meant that a large number of men hung about, so to say, on the chance of getting their dole of two or three days.

79646. Then you think that the work under this Act Advantages of work provided under Unemployed Workmen Act. is a decided improvement on that of the municipal body?—Distinctly.

79647. That it has had the indirect effect of making people study more closely the problem, and that it has tended towards the establishment of uniformity as regards both the investigation and the relief given?—Yes, and also towards a certain amount of continuity. It increased the available experience in the hands of public bodies and those concerned with the problem, and it has, I think, with whatever defects may be inherent in the nature of its work, tended to make the work given more continuous and under better supervision.

79648. I gather that you are not altogether satisfied with the methods of investigation, and I note that you point out that it is very difficult to get public bodies to show sufficient patience in this class of work?—Yes. I fancy there was the greatest variety—you have probably heard that over and over again—in the standard of requirement in the different distress committees. Character of investigations made by Distress Committees.

79649. As you point out, it is rather special work and requires previous training and experience?—Very much so.

79650. And these bodies which were brought together, unless they utilised the experience of those who have been Poor Law Guardians, or who have been connected with social work, were themselves hardly competent to undertake these inquiries?—Yes, or were too busy, having too many other things to do. Of course some sort of classification, difficult as it is, is inherent in any real solution of the problem.

79651. Investigation, you would say, is very important?—It is intensely difficult under present circumstances, and most important.

79652. Then as regards the work, you only endorse, I think, what other witnesses have said that it was excessively difficult to find work which would not on the one hand make the conditions of payment too attractive, or, on the other hand, make them too distasteful?—Yes. As long as our present haphazard system of dealing with this question goes on, and the unemployed are treated like the poor, so to say, in a lump, I see no way of overcoming that inherent difficulty about relief work which I have mentioned in Paragraph 12. Difficulties in providing relief-work.

79653. Really the margin between the two conditions is so very small?—It is very small.

79654. In Paragraph 12 you indicate three points in which the work provided by the Central Unemployed Body is superior to the work provided by the municipal bodies; first, you say it has been more continuous; secondly, you say it has been under better supervision; and, thirdly, you say the tendency has been to abandon casual or irregular employment for more regular employment of the men?—No doubt the Commission has heard frequently from other witnesses of the difficulty there was in inducing the borough councils to come into line in desiring to make the work more continuous. If it had not been for the degree of pressure which the Central Body is able to exercise by its control of the finances, that measure of uniformity would not have been obtained. Superiority of Central (Unemployed) Body to municipal bodies in provision of work.

But when I look back over the discussions of that body ranging over three years, I can see that one point at least has been gained—that the municipal bodies, the boards of guardians and others, have learnt that they ought not to expect any encouragement for that system of giving as large a number as possible a certain amount of very casual employment.

importance
of labour
exchanges.

79655. Then passing on to the labour exchanges, I see you think that they would be a very useful remedy in distributing and absorbing this great mass of surplus cheap labour?—I think something of the kind is an essential part of any coherent system of dealing with the problem. It is important to point out, especially in regard to controversies which have arisen, that a labour exchange must be only a market for bringing the demand for labour and the supply of it together, and that it must not be an institution in any way attempting to regulate the rates of wages.

poor
principles
of labour
exchanges
system.

79656. We have had some evidence to the effect that there has been some difficulty in connection with them, in that the trade unions have viewed with some suspicion the establishment of these labour exchanges; on the other hand we have had evidence to show that that difficulty had to a large extent been got over in Germany by the committees being nominated half of employers and half of employees. It would seem that to make these labour exchanges really useful, we should try and get them to include labour of a higher grade than that connected with the so-called unemployed?—Certainly. I think the more these exchanges are, at any rate in the popular mind, divorced from unemployed organisations the better. It ought to be regarded as a perfectly natural thing for any workman of whatever grade, who finds it difficult, partly because he belongs to some unorganised labour, to find work, to apply to a labour exchange.

79657. Your view is that they should, in the first instance, be kept as an exchange for labour?—Purely. I think that tact on certain occasions would be very necessary. I think it would be most unfortunate if, on the outbreak of any strike in any district, the labour exchanges were to be used by employers to obtain a considerable amount of what is called free labour. But that is a matter where one must trust to a certain amount of tact on the part of the committees of management.

79658. I assume you would look to have these exchanges established all over London, with a sort of common clearing-house?—Yes, all over London, and I should say more or less all over the country. It seems to me that the system loses half its benefit unless it is by some means so organised as to be extended over the whole country.

79659. You would be disposed, therefore, I assume, to put some pressure, either direct or indirect, upon local authorities to establish them?—Very much so.

79660. Of course the success of the scheme very largely depends on the system being generally adopted throughout the country?—And on fairly uniform lines, and with constant interchange between the different exchanges, which in these days of telephones and telegrams ought to be perfectly easy.

Results of
labour
colonies.

79661. The labour colonies you think on the whole have worked well, though there are considerable difficulties connected with them in finding work of a really useful character?—I should be sorry if you thought that they had really worked well. They have worked as well as could have been expected, considering that when this problem was at all seriously faced there were only a few existing colonies of the kind to deal with, and that we had more or less to accept their lines of organisation. The whole work of labour colonies which has been, as the Commission knows, so well carried out on such a large scale in Germany and elsewhere, was almost unknown in this country except for small efforts on the part of the Salvation Army and the Church Army, and at Osea Island, and elsewhere. There was no real thinking out of the problem, and there was no classifying of the kind of person to be dealt with. The whole thing was haphazard, and when employment had to be found the committees which were responsible for finding it had to make use of the material which they had. But that the working of any of the colonies is really satisfactory I think could not be said, simply because no attempt has been made to co-ordinate them and bring them together as a coherent attempt of the community to deal with the problem.

79662. And the scale, of course, on which they have been attempted, is very small?—It is very small.

79663. Attaching importance, as you do, to classification, that makes the necessity of a thorough investigation in the first instance all the more necessary, does it not?—Yes.

*The Right
Rev. The
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79664. You could, I assume, classify the applicants very much after investigation, and then regulate that classification according as the person responded to whatever kind of test was imposed upon him in the labour colony?—There is a sentence in one of the subsections of Paragraph 15 of my Statement which I think might be misunderstood as I notice it again. It is the passage where allusion is made to the State undertaking works of its own outside London. I should be sorry that it should be thought that I held that the State, as the State, in any of the State works should make these works what are ordinarily called "relief works." I think that all the State can do in such cases is to arrange its work, or create it, where it is really necessary, and employ the best sort of workmen available for that class of job. To that extent they would relieve the labour market. But I do not think that the State ought on these enterprises to employ the labour which would ordinarily have gone to what are called "relief works."

Importance
of investiga-
tion of
applicants
for relief.

Duty of the
State in
carrying out
national
works.

79665. Then the State is not to find work for anybody who happens to be out of employment?—That, of course, is a very wide question.

79666. Is that what you mean?—I mean that I think if the State does come in, it ought to come in by regulating the employment in its own workshops so far as it has them, and when it establishes new works of any kind, such as the much-talked of afforestation, and the like, it should employ there the best sort of men that can be got for the work.

79667. You think that the State should rather deal with unemployment by trying to increase employment?—Yes, and steadying it.

79668. As regards the benefits for the unemployed to which you allude in Paragraph 16, it has been suggested in various ways that there should be some scheme by which those who are seasonally employed, or casually employed, should insure themselves against unemployment. It is a very difficult and almost insoluble problem, but have you ever attempted at all to discuss any proposal to get those who are casually employed, or seasonally employed, to insure themselves against unemployment?—Do you mean on the German system?

Insurance
against un-
employment
—how far
practicable
in case of
casual
labourers.

79669. Yes?—I think there is a great distinction between the seasonally employed and the casually employed. By the seasonally employed, I suppose is meant, those who at one period of the year are in the receipt of fairly good wages, such as painters, builders and the like; and by the casually employed, I suppose is meant, those who are always casually employed. In the case of the former I think it is lamentable that greater effort is not made on their part to insure themselves; in the case of the latter I am bound to say I do not see how any insurance could ever be possible.

79670. It would be possible, would it not, in the case of the strong able-bodied casual, who is perhaps at the docks more or less in regular employment, but it would be very difficult in the case of those who are only employed two or three days a week?—Yes. I should go further than that. I think that the great mass of ordinary casual labour as we know it in the East End of London is really incapable of finding money to put by on insurance. If they have families there are all kinds of uncertain demands which occur in any week, such as illness, clothing and the like, which would make it almost impossible to be regular in their insurance payments, and if those payments are not regular the insurance breaks down.

79671. To put it in another way, regularity of employment is almost of necessity a preliminary to any system of insurance?—Yes. If you could decasualise an immense amount of the present casual labour in London, and if by some means or other you could regulate the fluctuations in trade, no doubt it would be possible then to consider the practicability of a universal insurance against unemployment; but until that is the case it seems to me impossible.

79672. Now passing on to your special points, your first suggestion is that there should be greater strictness in classification, and that people should be treated really

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Need of
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question.

Desirability
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Boards.

more according to their character than to their physical condition. I do not think we need trouble you on that point, because we have had a good deal of evidence upon it, and that contention answers itself. Then we pass on to what in your mind is the danger of dealing with unemployment sectionally and spasmodically. Would you mind just a little enlarging that sub-section; do you wish this distress to be dealt with as a national problem?—Perhaps it would be convenient if I put, in as short a space as I can, what I mean by dealing with the question as a whole. If one may put it in this way, I think that where we have suffered in the past in regard to this particular section of the question of the poor, as in regard to the whole question, is in dealing with the unemployed as we have dealt with the poor, as I have said before, rather in the lump; and that what we must do is to try to specialise the various ways in which the community is attempting to deal with it, and see that these special functions work together and are in touch with one another. For instance, beginning at the top—that is to say, at the prevention of workmen or labourers falling into the class of the unemployed—obviously an immense amount could be done, which is not done, by the better organisation of our charity. There ought to be much more prevention than there is of labourers getting into that position. I think that part of this co-operative method of dealing with the problem is the establishment of some charity board—one of your number has long contended for that—which should have some sort of recognition by the State, and which should really try to bring into some sort of order the administration of charity throughout the country. What one seems to want is a charity board, having certain of the powers no doubt of the present Charity Commissioners but more administrative in their work, with provincial boards, district boards, and parish boards more or less upon the lines, but adapted to our own difficulties and needs, of the Elberfeld system, of which the Commission has heard so much. In London we are making slow and painful struggles to produce some such organisation. We are attempting it in the case of Stepney, and I have here a paper on what is being done in that way which I will hand in to the Commission. (See Appendix No. XC.). Much more has been done, and done very admirably, in Hampstead, and something of the kind has been attempted with fair success in Finsbury. But in regard to this side of the question nothing can be done until the administration of charity is in the main divorced from either churches and chapels, on the one hand, or outside committees on the other. It ought to be a part of the social service of those in any community, in any district, who are really most familiar with the class of people, and they must in some way work together. One would like to see some such board. People dislike the word “charity,” which they have only too good reason to do in London, but you could call it some Social Service Board, or otherwise. It might have paid workers. Then I think an immense amount could gradually be done in the way of seeing that no really good case need drift into seeking relief from the State, either in the way of employment or of other relief. That is a matter much too long to go into in any detail, and of course in the previous stages of your deliberations it has been often enough no doubt mentioned.

79673. A good deal of that question has been mentioned in connection with the evidence on the Poor Law; and what your Lordship says is in accord with the idea which has been expressed by many of our witnesses, that it is the preventive side of the Poor Law and of local administration that is so weak at the present moment?—It is so very weak.

79674. You would wish that people should be helped before they become destitute?—Yes, certainly. Then, still dealing with the preventive side, there would come in emigration, for what it is worth—I need say nothing more about that—and the whole question of migration through these labour exchanges. If these things were really brought into effective working through the distress committees, or any work committees, which might be appointed by the county councils or borough councils, I think they would do a great deal in preventing men finding it necessary to register themselves as unemployed. Meanwhile both the State and the municipalities can do much more perhaps than they have done, with a little more thought in the way of arranging for their own work at times when it is most important to keep employment going, or undertaking works, which are really necessary

works, at similar times. Even in small ways the State can help, as I think the Army Department has helped by trying to call out the Militia in the winter, when all the employment that can be got is needed, rather than in the summer, and so forth. If something is done in that way at the top to prevent the necessity of men registering themselves as unemployed, much more has to be done systematically at the bottom—that is to say, in dealing with those who are, and, so far as we can see, who must remain, inefficient and more or less useless. If attempts were really made in a sustained way to get hold of that large class of the unemployed who are physically inefficient, and to treat them as inefficient physically; and that large class which is feeble in mind, and to treat them as feeble in mind, and send them to the appropriate public institution which can deal with people of that kind; and if the present pernicious system of ins-and-outs were in some sort of way regulated, so that persons were not allowed to go out again into the labour world until they had shown some capacity to take a useful place in it; and behind that, if, as was said before, the man who was proved to be an habitual, idle vagrant were detained in some penal colony—then at the bottom a great mass would be removed from the casual labour world which is competing with the better class which is just above it, and that would give that better class which is just above it, which is the one which is always tending to become unemployed, a greater chance of getting what employment there was going. If you dealt with those at the top and at the bottom there would be more chance of dealing adequately with the class who are apt to become unemployed, that stands between. There, at present, one does not see any other way of dealing with them when they do become unemployed except through colonies or relief works as wisely contrived as is possible. It is a poor make-shift at the best, but if anything has to be done that is all that can be done with such as were left when matters at the top and at the bottom had thus been dealt with. Of course, some will always fall out, for whom no adequate provision can be made, but that seems to me to be inevitable in our present system of industry. I feel sure that if, quietly and patiently, and without panic, attempts could be made on these lines to deal with the problem in a more thoughtful and coherent way, it would gradually become less.

79675. Those views which your Lordship has expressed, I think, cover most of the special points at the end of your statement; but there are one or two suggestions for remedies in the last paragraph on which I should just like to put a question. I think the first two answer themselves; then you think there should be some control over the home industries, which are those usually called the sweated industries; have you any special suggestion to make under that head?—It is a matter of immense difficulty. That something must be done is obvious; what is to be done it is extremely difficult to say. I cannot help feeling that an effort must be made to have some sort of inspection of these home industries, and if possible to insist upon some minimum wage being observed by the contractors. One has no sooner stated that than one arouses in one's mind a sense of the enormous difficulty that is involved.

79676. We have dealt with the better organisation of private charity, which is your next suggestion, and I come now to the improvement of the health conditions of the homes, and the rearing of children. You illustrate that suggestion by some figures in a little note, but I think they are not quite clear, are they?—I think the form of the statement is very obscure, if I may say so; but what it means is that taking those unemployed who were employed in the particular works that were mentioned in a previous note, those of them whose children living at home numbered three, or whose children under fourteen numbered two—of that lot 27 per cent. occupied single rooms, and 41 per cent. two rooms.

79677. I assume that in your judgment this overcrowding is one of the roots of the evil which you have been describing—It produces the physically and mentally insane who are the real permanent trouble. Of course, one might go on all day enlarging on that theme, but it is obvious.

79678. And the difficulties here are almost as great as those in connection with State industries, are they

Desirability
of better
regulation
of public
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Method of
dealing with
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industries.

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remedy.

Importance
of preventive
side of ad-
ministration
in dealing
with unem-
ployment
and poverty.

not?—Not quite, I should hope, if there were a more efficient and vigorous administration of the Public Health Acts.

79679. And a condemnation of certain houses?—Yes, and more attempt to instruct the poor in the management of their own homes and of their own children.

79680. Now I come to your last suggestion, which is that greater efforts should be made to connect elementary education with skilled or regular employment. Several witnesses have expressed their dissatisfaction with the present system of elementary education as a trainer or precursor of unemployment, the contention being that the education is too literary. What is your opinion on that point?—I do not think that I should accept the phrase “too literary.” I think it would be equally true in some respects to say it was too scientific; certainly I have listened to lessons in board schools which tax my own brain quite sufficiently. I should have thought the education certainly was not sufficiently relevant to the interests of after life. In the towns, of course, that is very much more difficult than in the country where one can prepare for agricultural pursuits. What I rather meant there was not so much to presume to reform the Minutes of the Board of Education as to suggest that part of the work of managers attached to schools ought to be, in consultation with the teachers, to have committees on which local employers of labour, representatives of the different trades and persons giving the best of their services to the community there should sit, so as to try to arrange that boys and girls shall be prevented from slipping at once into mere casual boy-labour, or a “little place” for the girl, but should be put into something like a decent trade. It is only a very small point but it all works up to the same end of attempting to make labour more steady.

79681. The labour exchanges would help as regards the boys, would they not?—To some extent; but I would much rather try to get the boys into regular labour from the very first.

79682. You have no suggestion to make, have you, about the State keeping any supervision over the children until a later age?—I should like it extremely, and I think public opinion will soon be ready to accept it. I certainly feel with regard to numbers of those lads now employed on vans and elsewhere, that it would be of the greatest possible importance that they should be obliged to put in some amount of attendance at some form of school, literary or industrial. Even if it meant putting boys into shifts of labour during the day I certainly think that that might easily enough be arranged by those who employ them.

79683. So as to make them a kind of half-timers?—Yes. Perhaps I might supplement what I have ventured to put down in my 17th Paragraph. Of course all that is said in my statement assumes the question which the commission has already dealt with elsewhere of the continuance of our present system of public administrative bodies; but I venture to hope that the question may be considered as to whether that system is as good as it can be, and whether in a better re-arrangement of our public administrative bodies there would not be more care that the great gaps do not occur which occur under the present system. I do not want to go into that unless the commission wish to ask any questions, but I feel that the effective dealing with the unemployed really depends upon the effective dealing with the whole question of the proper treatment of what we call the poor, and that it cannot be isolated from it.

79684. (Mrs. Webb.) Might we ask your Lordship the exact meaning of these words in Paragraph 17 (iii.), which I think you are partly referring to, namely, “It is possible that the time has come for a re-arrangement of the functions of such public authorities; and also for the creation of a permanent stipendiary official”?—That is what I am thinking of now.

79685. Might we ask whether you at all contemplate the possibility of, so to speak, breaking up the Poor Law, and dealing with each service by an authority that is concerned in that service for the general population; for instance, handing the children over to the Board of Education?—That is what I have in view. I think that we have drifted along, and the result is that certain bodies like the boards of guardians are undertaking

functions which would much better be discharged by other bodies.

79686. Would it be your view that boards of guardians do a lot of separate services all of which require a different technique, and that they are not necessarily suited, being elected for the one function of relieving destitution, to deal with those technical services?—Exactly.

79687. (Chairman.) Have you any predisposition towards concentrating the functions that are now distributed among a number of local authorities in the hands of one authority; is that your idea at all?—No, not necessarily; but I had in view reconsidering what is the proper authority to deal with the different elements in the problem—the different classes of poor that have to be dealt with.

79688. Taking at the same time a broad view of the poor and of the functions which now are put upon different bodies with a view I suppose, of making as germane as possible the functions of one body, and filling up any gaps that exist now between the different authorities?—Yes.

79689. In fact, you want really a thorough revision of the duties of the various local authorities which are now in existence?—Certainly.

79690. Have you any particular suggestions to make as regards the transference of any set of duties from one body to another?—Of course, I speak with great diffidence to a body which has been listening to evidence of this sort from the greatest experts in the country, and which contains itself some of those experts. It seems to me that under some better re-arrangement the present boards of guardians would fail to find any particular place; that the work which they have done has become of a kind which makes it plain that it probably would be done quite as efficiently and with better results to the community as a whole by other bodies, which have, since the Poor Law administration was arranged, come into existence, and which represent the experience of the last century. For instance, one feels that in regard to the old, the infirm and the sick poor, they ought to be and they would naturally be under the public health authority; one feels that the schools would naturally be under the education authority; and one feels that the whole question of graded colonies for dealing with the unemployed ought to be under the authority of whatever body exists—of distress committees, or any new bodies that might be created for the purpose, and not under the Poor Law authorities. If all these functions are discharged by other bodies which appear more specially competent to deal with them, one does not quite know where the functions of the present boards of guardians would come in. It would still perhaps be said that they could give out-relief; but one would hope that the day is not far distant when the giving of outdoor relief will become unnecessary, or if it were necessary it ought to be only given in cases where some maintenance is required before persons can be properly treated in these various institutions which would be under their proper authorities.

79691. Your suggestion would really result, I think, in the mass of duties performed by the guardians being transferred to some other local authority, which in most cases would probably be the county authority or the borough authority?—Yes.

79692. On the earlier part of your paper your Lordship made the remark that public bodies rather lack the patience necessary for the personal investigation of cases; might there not be the difficulty that, if you transfer these duties to a public body, these particular methods of investigation and the whole system which would be drawn up might go into the hands of persons who had not the necessary patience, or perhaps had not the inclination to exercise it?—I think it is very important that in any such re-organisation ample provision should be made for the appointment and co-option of persons qualified by their knowledge of the poor and of the different classes dealt with to give their services and their experience. Besides, one would hope that gradually such a more efficient system of charity could be organised that public bodies should always have at their hand and in any district a body of people who could be immediately referred to for the purposes which you mention in your question.

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Need of re-
arrangement
of functions
of public
authorities.

Desirability
of abolition
of boards
of guardians.

Importance
of having
expert know-
ledge on re-
organised
public bodies.

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The proper local authority for London. Necessity of preventive measures against unemployment.

Question of influx of countrymen into East London.

Boy-labour.

Desirability of education of boy-labourers.

Importance of keeping the countryman on the land.

79693. I think your idea really is to have one local authority administering a big area, who would be the local authority for all London perhaps?—Yes, in the case of London.

79694. With the power of co-opting and nominating people outside?—Yes; a body of large numbers and with greater powers of nomination of outsiders, both to the body itself and to local committees in connection with it.

79695. (*Bishop of Ross.*) I gather your Lordship attaches very great importance to preventive measures in this matter of unemployment?—Yes.

79696. You think that more valuable than curative measures?—Much.

79697. I think I gather that your Lordship said that in your diocese in the East of London the number of workers was permanently in excess of the amount of work available?—Yes.

79698. So there, of course, you require both preventive and curative measures?—Yes, at present we require both.

79699. Is there much influx of outsiders into the labour market of East London now, thus crowding it still more?—Of course, we have the ever-present problem of the alien.

79700. Without going into the alien question, what about our own population; is that crowding into the East End of London?—Yes; but I do not think that there is the same number of good country people coming into the East End that there is into other parts of London now.

79701. Did they come in some years ago?—They did.

79702. But they are not coming at present?—Not the good ones. The disreputable, useless, country labourer and beggar comes in as frequently as before, and perhaps more frequently, with all the increased prospects that there are of finding what it is worth his while to seek in East London.

79703. The keeping him outside if possible would be a great advantage, I take it?—A great advantage.

79704. I think you said in reply to the Chairman that you would much prefer that boys should start on some regular and fixed employment?—If possible.

79705. In a great city like London will there not always be a very large demand for messenger boys and boys of that class?—There must be. I do not so much mean that attempts should be made to put them all into skilled trades, but I mean that they should be put into regular employment with good-standing firms.

79706. But even in those cases, is it not the fact that a number of those boys when they reach the age of eighteen or nineteen must go, and be replaced by other lads of fourteen or fifteen, who in their turn must go also?—For that class of work on which they were originally employed—certainly.

79707. In order to deal with those boys, then, your Lordship, I take it, would wish that there should be some sort of industrial schools or technical schools; would you contemplate organising the matter so as to give them a trade in the course of their time as messenger boys?—I think if it were possible, if public opinion would stand it, it would be a great advantage that these boys should have some such technical or industrial or general education during part of the day.

79708. Would you think it possible that a system could be introduced by which they would have, say, three hours a day at an industrial school or a technical school, which would prepare them for their after life after they had lost their temporary employment?—It ought to be possible. I wish it were.

79709. In disposing of your surplus population in the East End, some of them have been sent back to the country, I think?—Very few.

79710. I notice that you think the city-bred people are not likely to be as successful on the land as the others?—No.

79711. You do not think they are?—No, not under our land conditions in this country.

79712. You would much prefer, I notice, that the people on the land should be kept there?—I would much prefer that.

79713. And should not be brought into the towns and cities?—Quite so.

79714. You would wish very much to increase the health conditions of the homes?—Very much. The housing question.

79715. Having regard to the wages that the people receive, is not the rent question a very great difficulty?—It is the root difficulty.

79716. I have some difficulty in seeing what the sanitary authority can do. If they condemn and pull down those that are insanitary homes, and erect better homes, must not the rents go up?—If the better homes are erected too extravagantly or for an obviously very much higher grade of labour (which has been the tendency of the past) they must.

79717. You have not only the question of the erection of the home, but you have also the question of the purchase of the sites?—Yes.

79718. Which is the bigger difficulty of the two?—Yes. The housing question is full of complications.

79719. Say that you take a family, and they are paying 3s a week for a single room; they cannot afford to pay 5s. for two rooms, can they?—No.

79720. I suppose your Lordship will admit that to comply with the commonest elements of decency those families you discuss in your Statement, consisting of the father and the mother and two children, would want a four-roomed house, one room to live in and two or three bedrooms?—Yes, if possible.

79721. Do you see your way to making any suggestion for settling this root difficulty in the way of better housing and more decent housing?—No. I think, of course, that as long as rents are as high as they are, certainly in the East End, it is extraordinarily difficult to enable families to have sufficient room. But even so, without bringing in the whole question of the rent of property in London, an immense amount could be done even under these conditions, with a little more care given to the poor as to the arrangement of their own homes and the management of their own cleanliness, their own ventilation, their own sanitation, and the like; though, of course, that is only a palliative.

79722. I quite admit that, and I entirely see that it would be good to be done; but there is a great difficulty in the question of fresh air. I was speaking to a mother of several children the other day and she told me that her children were never downstairs and never could be downstairs except when they went down to go to school, because she was living away up in the fourth storey. This was not in London, but in another British city. In the last paragraph of all you suggest that greater efforts should be made to connect elementary education with skilled or regular employments, and I presume you would connect that paragraph with the boy question which we discussed at first?—Yes.

79723. (*Mrs. Webb.*) I gather that your Lordship is in favour of the institutions treating destitute persons being managed by the authorities that manage the corresponding sections of public work for the community at large, that is to say, for instance, the sick destitute would be managed by the Public Health Committee?—As a general principle Proper authority for management of sick poor, and question of out-door relief.

79724. That would leave the great question of outdoor relief unsettled?—Yes.

79725. You would not suggest that the education authority, if it decided the child could remain in its home, should be able to give outdoor relief in its case, would you?—No.

79726. And the same with the public health authority; you would not suggest that if the public health authority decided that a phthisical patient might be treated in her home for a certain period they should give outdoor relief in her case, would you?—My idea rather was that there should be some official, or Department, like those who administer relief in, for instance, Denmark, at Copenhagen, who should have funds at his disposal which he could use for any case where some sort of relief was necessary before and until the proper authority could deal with the case. I should also add that one would hope that with a better organisation of our charity numbers of the cases could be referred to the representatives of that more organised charity, which would make any regular and systematic outdoor relief unnecessary.

79727. Then you mention a stipendiary in your Statement; is that stipendiary to decide on where outdoor relief is permissible?—Of course, it is an awkward phrase. What one has in mind is someone who, in regard to these matters, would occupy something of the place of the county court judge in legal matters, or of the sheriff substitute in Scotland, who is much more generally used in administration matters.

79728. Or of the superintendent of relief in Scotland?—Yes.

79729. Something betwixt the superintendent of relief and the sheriff substitute?—Something of that kind. What one fears is that if you merely have a number of authorities dealing with sections of the problem there may be no natural way in which they come together in regard to particular cases.

79730. Then you would put this man, the superintendent or the stipendiary, or whatever we call him, under a committee of the County Council, the Finance Committee or something like that, would you?—He ought to be in some relationship of responsibility to the general civic authority which is dealing with the problem.

79731. He would have his inquiry agents, I suppose?—Inevitably.

79732. Would he be the sort of person to administer an old age pension scheme, supposing we had an old age pension scheme?—That is rather a wide question, and I do not express any opinion about old age pensions in answering it. But if there are to be old age pensions, I should have thought that some such person as that, with others combined with him, as for instance under the Danish system, where the third section burgomaster, as he is called at Copenhagen, acts with a committee containing representatives of the municipal council in settling both whether a pension shall be given and the amount of the pension.

79733. I gather that, putting it as carefully as one can, your position would be that institutions ought to be managed by representative committees, that outdoor relief ought to be given by a judicial authority working under a representative body, and that that judicial authority ought to have the assistance of a statutory charitable committee?—That is putting it with a precision which goes rather beyond anything that I thought. Substantially that is it.

79734. One other point. In dealing with this problem it is comparatively easy to deal with the children, and it is easy to deal with the sick, and it is easy to deal with the aged, but the great difficulty that I see is the able-bodied. Would it be possible to have a national authority to deal with the able-bodied?—You speak of all these graded farm colonies, but is it not quite clear that perhaps even a county could not have all the graded colonies that would be required?—I should have thought there could be co-operation between neighbouring counties where the population was sparse and the number of big towns was not great.

79735. Would you not contemplate having a national department which provided penal colonies and educational colonies?—I should think that possibly anything in the nature of a penal colony might be ultimately under the Prison Commissioners, as in Denmark the penal workhouse is under the Minister of Justice.

79736. I see that there is some difficulty in dealing with the vagrants otherwise than by a kind of national authority, because otherwise we should probably get the police moving them over the border of a county?—Yes.

79737. If we were to hand over the vagrants to a county authority *simpliciter* there would always be that old tendency of shoving the vagrant over the county boundary into the next county, would there not?—I think there are details of great importance which have to be considered, and I am afraid I would not like to express a definite opinion about them now.

79738. You have really no definite opinion that it would be advisable or not advisable to have a national department dealing with the able-bodied in the place of a county department?—I have not thought it out, and I would not like to say.

79739. On the whole I gather that you are in favour of the county borough as the area for the other services?—As the central area for the others, yes.

79740. (Mr. Bentham.) I wonder if your Lordship has thought out the necessary machinery that would have to be set up under a scheme such as you have outlined. Take, for instance, the hearing of applications for relief of whatever kind, which would have to be undertaken by some authority—you suggest a stipendiary or some officer acting in the capacity of a stipendiary. I am wondering what machinery would be necessary all round him for keeping together, and for disposing of, the various classes who would make application to him; and I am also wondering whose officer he would be. This is rather a lot of questions all in one, but it seems to me that a lot is involved in a suggestion of this kind?—I am afraid the honest answer would be that I have not time to think out many things in detail. The whole question wants thinking out with much greater care than I should like to go into it with now. I did not anticipate having to answer many questions of detail. I should have thought, that was a question of organisation which could be surmounted. I quite see the difficulties, but it does seem to me a matter of organisation which is not insurmountable.

79741. I would like, if it is possible, to see whether these difficulties are insurmountable or not. Taking for granted that the guardians are disposed of so far as their dealing with applications for relief is concerned, and that a person in a judicial position is set up in the place of the guardians, whose officer would you say that person would be?—I think he ought to be paid by the authority for the area which he administers, but that he ought to be not removable except with the consent of the Local Government Board, or whatever was the appropriate central authority.

79742. With the dividing up of the various elements now under the Poor Law that has been proposed, there would be no authority analogous to the present Poor Law. Would it be the ordinary civic authority?—The civic authority subject to the Local Government Board.

79743. The county council, or the county borough council, as the case might be?—Yes.

79744. He would need inquiry officers?—Yes.

79745. And a staff of clerks for keeping the records, etc.?—Yes.

79746. When an application were made, say, by a family, and one of them had to be sent to an institution under the public health authority, and another had to be sent to a school which was under the education authority, and they had on their hands the aged and infirm members of the family, who would have to be dealt with by another authority, then there would be a distribution of the whole elements of that family to several distinct authorities?—That would be involved and would produce great difficulties no doubt.

79747. The point that is puzzling me is whether the change is commensurate with the advantages?—Of course, what you have alluded to is the obstacle, the difficulty. It does mean that in many cases where the Poor Law guardians have at present themselves dealt with several members, at any rate, of a family, those members of the family would then be under different supervising bodies.

79748. And each body would have to keep records, as it were, of the people dealt with?—Yes.

79749. So that would be a duplication of records all the way through by five or six different bodies, would it not?—In regard to that particular family.

79750. Then the machinery would be increased really, and considerably increased?—To that extent, yes; but I should not mind that if it meant that each individual case was dealt with more efficiently.

79751. With regard to the provision for the sick in London, can it be said that the present authorities have not already made ample provision for the sick, so far as institutions are concerned?—So far as I know, ample; and in many cases they are doing very good work.

79752. Would there be any advantage in transferring those institutions, as they stand, to another authority, so far as management and treatment of the cases are concerned?—I think that depends largely upon the character and competence of the different boards of guardians.

79753. Then with regard to the treatment of the sick in the country, so far as institutional treatment is con-

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Machinery of proposed new system for dealing with the poor.

Question of treatment of the sick and infirm poor.

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cerned it will probably be within your knowledge that there are very few boards of guardians in the country that have made separate provision for the sick apart from their present workhouse site. The institution is on the workhouse site?—Yes.

79754. The transference of sick cases to another authority would involve, would it not, a new set of institutions for the treatment of the sick?—Ultimately, I suppose. Temporary arrangements could be made for the joint control of existing premises. Ultimately it would, no doubt, come to that.

79755. Then the transference of inmates from one institution to another would be very, very great indeed; take it that from the infirmary institution to your sick hospital the transfers would be very numerous?—In the case you speak of where the sick institutions were on the same site as the ordinary workhouse?

79756. I mean if they were separated, and the sick institutions were under a separate authority to the workhouse proper, the transfers from one institution to another would be very numerous. The infirm are constantly falling ill, and are sent to the institution for the sick, then they come back; so they would be constantly transferred backwards and forwards?—Yes. I think, of course there would be no objection, so far as one can see, to the public health authority maintaining homes for the aged in the sense of the poor house, the house for old people verging on the infirm.

79757. That would mean really that the infirm would also be dealt with by the public health authority in addition to the sick?—Yes.

79758. Then as all aged people get more or less infirm ultimately it would be probably advisable that all the aged people should be under the health authority?—Those who required institutional treatment; except, of course, lunatics and imbeciles, who would be treated otherwise.

79759. In answer to a question which was put by Mrs. Webb, I think you said with regard to outdoor relief that the stipendiary officer might grant temporary relief to tide them over their difficulties until they were otherwise dealt with?—Yes.

79760. Was it in your mind that there would be no permanent outdoor relief at all? Take widows with children, for instance, I suppose we should always have widows and children?—Yes. Of course, there one feels that there must be some provision somewhere; if a better organised charity fails to deal with the question that is just one of those gaps that one would like to see filled in.

79761. Otherwise it would mean the public authority would have to give permanent outdoor relief where charity does not step in to fill the gap?—Unless the family could be otherwise treated through educational institutions or otherwise.

79762. (*Professor Smart.*) Can you explain why painters figure largely amongst your unemployed artisans?—I think simply because their employment fluctuates so much according to the irregular demand for building, and also the weather.

79763. Only that? You do not find that they are a particularly thriftless class?—No; I should have no reason to say that at all.

79764. You consider that women's labour in many cases is equally a cause of men's unemployment. Would you be in favour of putting any restriction upon women's labour on that account?—No, I should not like to put any restriction on women's labour, except what would be involved in an inspection of a good deal of home industry. I would much rather see all the women's labour there is made as regular and well paid as possible.

79765. I allude to a general feeling in some trades, for instance the metal trade, and certain other trades, that there are certain trades from which women ought to be excluded: of the metal work trade, iron work particularly, the expression is often used that it is not women's work at all?—I should be disposed to deal with that as a question of public health rather than whether women as such ought to be kept out of the trade or not.

79766. In Paragraph 5 do you mean that respectable unskilled, even casual, labour should, if possible, be protected against the competition of those who fall down from higher classes through misconduct?—Yes. You

mean that one does not want the thriftless of any sort or kind to be in the position of dragging down to their own level what ought to be the regular army of casual labourers who are wanted for industry?

79767. I suppose you recognise that the casual labourer has his place, the place only for which he is fitted by nature; it is rather hard that when other classes fall to that same level they begin competing with him. He has his rights as well as other people?—Certainly, and a most inevitable place in the industrial community.

79768. Then the proposal to give a preference to all well-behaved casuals over worthless characters would have your approval?—Certainly, most cordially.

79769. You seem to think that distress committees are part of the education of the citizen?—I think that is one of their most useful functions. Distress Committee

79770. Have you sat on any distress committee?—I have not sat on one, because I did not belong to any district sufficiently, but I have been present during their working.

79771. I wondered if, from practical experience, you would confirm my impression that all members of distress committees feel perfectly helpless when confronted with the real trouble, and that after all there is very little difference amongst the methods they severally adopt to deal with it?—I think the differences that remain are as to the ultimate remedies rather than the immediate ones.

79772. Would you agree with me that the Unemployed Workmen's Act, if nothing else, has had a great deal to do with awakening the opinion of the country to the fact that they were faced with a new problem, and a difficult problem?—I think it has certainly tended to make people realise that you cannot describe the unemployed as those who will not work and do not want to work: it has made them feel that there is an immense population that wants to work and cannot, either because it is too inefficient or because there is no work for it to get. Effect of Unemployment Workmen's Act.

79773. You think that investigation is one of the most indispensable duties of a distress committee?—One of the most difficult. Difficulty of importance investigation by Distress Committee

79774. But one of the most indispensable?—Certainly.

79775. You have no sympathy at all with the outcry against inquisition?—None. I think the questions have to be asked with discretion and the answers have to be treated with a good deal of tact and a knowledge of the circumstances and life of the poor; what I mean is that it would be ridiculous to be pedantic always in the way of insisting on recommendations from past employers in the case of a very irregularly employed man who has moved about from job to job, although he may have had a good deal of work and been quite honest at it.

79776. You rather agree that the employment of labourers at municipal works at less than the standard wage is dangerous?—Yes. Danger of municipal work at low wage.

79777. On what account particularly?—Do you mean by the municipal bodies?

79778. Yes. Why do you call it dangerous?—Because I think the fear is that if public bodies get into the way of finding a supply of labour to do the work which that public body really wants doing, at a very cheap rate, it may go on doing it, and that would really have the bad effect of unsettling the industry and keeping out of work the regular workmen who might be expected to do that class of job.

79779. They may anticipate the work which otherwise would be paid for in due time at high wages to the ordinary workman?—Yes, under normal conditions.

79780. That I regard as one of your chief reasons for recommending labour colonies?—Yes, amongst others.

79781. As regards labour exchanges, would you say that all endeavours should be made to make them places where everyone out of a job will go without fear of being thought a proper subject for a distress committee?—Certainly. If possible, I would not have them in the same building as the distress committee sits, and I should, as much as possible, in all their papers, their communications and the like, dissociate in the public mind the labour exchange from any relief station. Proper principles labour exchange.

79782. But that would not prevent the labour exchange dealing with some of the men ultimately by some thing in the nature of a distress committee?—No, I think the

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labour exchange, if it is to be under any body, ought to be ultimately under the body which is dealing with the employment question.

79783. Evidently you think the labour exchange comes first for most things?—If it was properly worked I attach the greatest importance possible to it.

79784. You say it must come before compulsory insurance, because compulsory insurance comes after decasualisation, and you cannot get decasualisation without the labour exchange?—Yes.

79785. Would you agree that the labour exchange should rank as part of the civil service?—Do you mean in the sense of its employees being paid by the municipal council?

79786. Or that it should take rank as a service. Do you not think it should be a very honourable service?—Yes, a public service

79787. A very honourable, intelligent, highly paid service?—Certainly.

79788. Is there not a danger there, and a great difficulty that seems to present itself with regard to labour exchanges, that you have to get them begun, and if you begin on a small scale you will not command the best men; but at the same time is it safe to begin with them on a large scale when you have the employers so apathetic and the trade unions so hostile?—An official, when of a high quality, will do most to conciliate both employers and trade unionists.

78789. The suggestion has been made to us that the initiative work might be done by a Department of State in the form of a propagandist body?—I think it would be best to leave the creation of the labour exchanges to local enterprise.

79790. Do you not think they would be very slow to come in that way. Do you know anyone enthusiastically working towards them except Mr. Beveridge?—I only know of London. I should be sorry if it was so elsewhere, but I could speak with no certain knowledge.

79791. What about London?—I think the difficulty in London has been considerable misunderstanding on the part of the trade unions, which I hope may be gradually removed.

79792. Do you know of anyone who is really working at it except Mr. Beveridge just now?—No, because his committee have taken over the work which was hitherto done by a large number of scattered labour exchanges.

79793. You think something is being actively done towards it beyond general approval?—Through his committee, and some sub-committees, which I believe he has been able to form in different parts of London.

79794. Is it not a very bad state of things when all men approve and no man will put his hand to it?—I am afraid that is a very common state of things; it is an imperfect world.

79795. You divide labour colonies into casual, educational, remedial and penal; your casual, I see, are really sanatoria?—They are the kind of work which the Mansion House Fund, of which I acted as chairman in 1903, undertook. We were very anxious, if possible, knowing the difficulties of investigation, to provide something in the nature of a self-acting test, a self-acting sifting process, and we thought that the best was to put it to a man that if he was willing to show his genuine desire to work by leaving his family and go to work under healthy conditions in the country, we would see that his family was properly maintained in the interval. On the whole we found that that attracted a much less satisfactory type of man than we expected. The sifting was not so self-acting as we had hoped, but we found that when the men realised the conditions under which they had to live, there was less tendency for the unsatisfactory to come, and that as the year went on (that was in 1903, I think) a much better type of man presented himself, and the ultimate type of man who came was very satisfactory, and certainly so far as that experience has gone on under the unemployed fund and under the unemployed council, I think the evidence is that the men who went in this way to work in these country works, and who were under close supervision, and on the whole were regularly and sufficiently fed, turned out at the end to be much more efficient workmen than those who stayed at home and were employed on the parks or other relief works.

79796. You are quite satisfied, then, with that one little bit of good that was done?—So far as it went.

79797. It did not seem to go very far?—Not very far.

79798. May I ask what kind of colony you have in your mind for the permanently inefficient?—I do not think I say "permanently inefficient."

79799. In one place you do; you use both phrases, I think?—The physically inefficient.

79800. In another part you change it to "permanently inefficient"?—I think the permanently inefficient would be subjects for an infirmary or an asylum, according to whether the permanence of his inefficiency was due to body or mind.

79801. There are a great many men who are just lacking, very slightly lacking?—I should like them to be treated in something either of the nature of the German labour colonies like Wilhelmsdorf, or in the nature of the Danish workhouse, which is very clearly distinguished from the poor house. In Denmark the man who is not really getting on outside is sent to the workhouse and the training that is given there is adapted as far as possible to his intelligence, and he is detained there compulsorily until there is evidence, by the work he has done and the wages he has earned, and his general character, that he really is fit to hold his own in the labour world outside.

79802. Then he is not permanently inefficient?—Not permanently.

79803. Is there not a class who are not profitable to any employer just by reason of some very little defect? What are you going to do with those people?—They are the real difficulty. You mean those who are of good character, but have some slight defect of body or mind. They are a very great difficulty. I should hope that one would be able to find work for them more if those who are really hopelessly inefficient either in body or mind were taken out of the way.

79804. The only thing you could do is really, I think, to permanently put them out to grass, is it not?—If they are really sufficiently inane or infirm in body or imbecile in mind, or defective in mind, I would say then I think the only thing is to keep them away from both productive and reproductive living.

79805. Do you not think that covers a larger class now than it ever did before, that is to say the absolutely brainless worker who is no use to anybody and can never earn decent wages at an ordinary trade?—I am afraid so.

79806. (Mrs. Bosanquet.) With regard to the fixing of a minimum wage, has it occurred to you that the first effect would be to throw out of employment a large number of girls and women?—That is the real difficulty; that of course goes to the root of the question even with regard to all forms of casual labour. When the great dock strike took place, the ultimate effects of which were all felt to be good, the result was that while regular work was found for a considerable number of casuals, those that remained were reduced to more casual labour than ever.

79807. Are you prepared to face the unemployment that would be caused?—I do not see how one can ultimately deal with the problem otherwise than on that line, of making some labour better paid and more regular, even at the cost of displacing a good deal that is at present going on.

79808. Would it not be a more hopeful way to improve the efficient education of the girls?—I would not like to balance these things one against the other. I think they all ought to be concurrently tried. Certainly better education is an essential part of it.

79809. Of course, one knows that the results of the dock strike were considerable, but at present in ordinary work it would be very much larger, because it would mean an immense introduction suddenly of machinery, would it not, to do what the women are now doing?—I do not suggest that women should be prevented from doing this kind of work.

79810. But if you raise the wages beyond what their work is worth, it would pay employers better to put in machinery?—That begs the question that they are paid now what their work is worth, or even what it would pay the employers to produce the goods at.

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for
sanatoria :
experience of
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79811. Would you maintain that in these low class industries their work is worth more than they get?—I should think certainly, judging from the prices which ultimately the goods obtain.

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79813. There is a great deal of very unskilled work?—Yes. There, I was rather thinking of things like making match-boxes, brushes, artificial flowers, and trades of that kind, the clothing trade, and portions of boots, beadings, and all those sweated trades, as we call them.

79814. At the same time you would be for increasing the efficiency of the women?—Certainly, in every possible way.

Question of
expectations
aroused by
Distress
Committees.

79815. Do you think the existence of a distress committee in any district rouses much expectation amongst the people?—I think it did until its capacities were found out; not much now.

79816. But even in comparison to what it is able to do?—I think still people expect much more of it than it can do under present conditions.

79817. Do you think that expectation itself is an evil, that it leads people to stay in a district?—I have never been satisfied with any really clear evidence of people coming to or staying in a district because of distress committees. I think it is much more true of charitable funds, started for the benefit of a particular district, because there the people have a much more reasonable chance of being able to get something out of it than when they are dealing with a distress committee.

79818. At any rate I suppose you would expect that the distress committee would endeavour to make labour more and more mobile?—One would hope so certainly.

79819. (*Miss Hill.*) You say in Paragraph 10 that the result of the establishment of the Central London Unemployed Body has spread wider knowledge of the real problems of the unemployed, and that it has been remarkable to note the different tone and language of the members as they were gradually brought face to face with the real problems of administration. That one realises, but I wonder what you would think the educational effect on the whole of the people has been, has it or has it not been to raise in them a hope of work being provided, irrespective of the quality of the work, and irrespective of the need of it? Is not that a very serious question, the educational effect upon the body of the people?—It is quite another question certainly.

79820. Do the expectations that have been aroused fill you with any anxiety?—I do not think it is so much the creation of these bodies that has aroused that opinion, as the language that has been used about them by some who have known very little about their actual working.

79821. And also perhaps on the part of those who have been responsible for the Acts? That has certainly been aroused, and surely it has partly been from the authorities. There has been a great hope which has not tended to the people dispersing themselves or looking to themselves for improvement, when they are thinking of improving their position. They are not looking so much to fitting themselves as they, as they were, or to the necessity of improvement?—I should not like to say how far that is due to any expectations about work being found.

79822. Secondly, you say: "It is extremely difficult to induce public bodies to take sufficient pains, or have sufficient patience about individual cases, and to find persons of sufficient leisure to be able to do so. It would seem that the best distress committees have been those which have made most use of outside persons, practically accustomed to the administration of charity, or familiar with the life of the poor." That one quite realises, but then how does that bear on the suggestion of a larger body, or a body covering a larger area, and more subdivision of the work, which appears to be shadowed forth? I mean such a plan as making the county council responsible for all which is now done by the Poor Law, and sorting the people into children and imbeciles, and so on, rather than dealing with them as families. Does not the present Poor Law deal with them more in families and more in localities, and are you not much more likely to get this class of people of whom you speak, if it were possible to

purify the present smaller areas, get the local interest in them, and deal with the people in families instead of in kinds?—Do you mean that you think that the present boards of guardians are better guardians of the poor than such new and wider authority?

79823. That depends on the guardians; there are guardians and guardians, of course?—That is the difficulty.

79824. Take your best guardian, who now cares for his or her locality, and cares about the people, and knows more or less of the applicants, the men, the women, and the children, and has known them possibly for years; I am thinking partly of the country and also of good boards in London; is there not more dealing with the people in families if you get smaller areas, and do not sort the people so much?—I think I should reply to that; first, that if all your boards of guardians were like the best boards there would be very little problem for us to consider; and, secondly, everything would depend, in regard to these wider areas, on the degree in which the larger authority subdivided its work, and brought to its assistance the best representatives of the district.

79825. That I see, but I am wondering whether there has been shown on the part of the larger bodies any tendency to bring in the localities in anything like a powerful way. Is there not a jealousy of all co-option?—I think that is the present tendency. What one hopes is, that if the functions of the wider area were enlarged to include a great deal of this kind of work that is now being done by boards of guardians, a type of person would be induced to enter the wider authority, who would realise the enormous importance of securing these outside persons, and that more of those, what we call outside persons, at present engaged in charitable work amongst the poor would offer themselves for election to the public authorities, to the great advantage all round.

79826. The larger the area surely the more important it is to get the people who really wish to come face to face with the poor. Will not you get it more and more official the larger you get the area, the larger your body, and the more sub-divided your work?—I quite confess I think everything depends on the willingness of the larger body to work with and through representatives of civic interest and charitable service in the district.

79827. In smaller areas?—In smaller areas.

79828. Then if your body is to undertake the roads and the drains and the public health, in so far as it deals with drains and traps, and tangible things, will you get people who care about the poor; will not you get on your larger body the people who think about good business and finance, and so on?—I should think on the contrary, if you offer people the chances of being really in the highest sense the servants of the poor, you may get a much more public-spirited and thoughtful type of person sitting on the general public authority.

79829. But they will not be sure what they will be told off for. A guardian knows, if he is elected at all, he has to deal with the poor, but if a man is elected to the county council he may be put on to the roads or the drains?—I think a good deal could be done by the arrangement of committees.

79830. That seems to me the difficulty about it. I can see you are not hopeful of replacing city-bred people on the land?—I am hopeful of their being able to do a great deal in Canada under conditions like that, but not in our own country.

79831. Do you see any real outcome from these labour colonies?—I think there are certain special men who do show an aptitude and a liking for country work.

79832. Are you not trying to float them to the top of the tree above the agricultural labourer?—That is the great difficulty.

79833. Is it not the agricultural labourer who ought to be promoted to these more satisfactory conditions; is it not very discouraging to the agricultural labourer that when a man comes up to London and gets amongst the unemployed class and is moved back to the country, he is introduced in far better conditions than the agricultural labourer can be?—I think that is a very real difficulty.

Comparative
advantages of
boards of
guardians
and a larger
body to deal
with the poor.

Comparative
advantages of
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Difficulties

79834. I should like to know whether you see any tendency towards the difficulty about the housing being very much mitigated by the exodus which is certainly taking place towards the suburbs? Is it affecting the East End? It is affecting the south of London very largely. We have numbers of empty rooms where we used to have none?—In the East End where the labour is, roughly speaking, preponderatingly casual, the man must be near the docks or near the great markets or near the big warehouses, and that makes it inevitable that they should stay as near the centre as they can. The only thing that is driving them out is the Jew; and they cling as hard as they can to the skirts of the Jews.

79835. You have no more unlet rooms now in the East End than you used to have?—Not as a whole. There are small districts which have been marked for some time for possible improvements, which have a way of getting empty. Ratcliffe Highway was empty for some time, but only for special reasons, not as a whole.

79836. In other parts of London it is really beginning to tell, not in Westminster, but in the south of London and in the north, and I think that rents must come down, therefore?—The efflux is rapid and continuous of all the better sort of labour out of East London, into the north and further east, but the places are very rapidly filled either by the aliens or by casual labourers.

79837. You are getting the worst left?—Yes.

79838. (*Mr. Lock.*) The conclusion would be, would it not, that you are dealing with rather a special form of the problem in the east of London?—You anticipated what I hoped I might have had time to say before I left. Of course, one does feel that East London stands very much by itself, and one's outlook is a good deal coloured by the conditions one has to face day by day.

79839. As to the minimum wage, have you thought it out, namely, that your minimum wage would very likely be a comparatively high wage, all those connected with labour wanting to get the highest, and that therefore it would be possibly an average wage of very much more than we at the moment might think would be the minimum wage?—Yes, I should hope that it might be kept down to what is really a minimum and not a merely average wage.

79840. Where it has been adopted, has that been the result?—Do you mean where it has been adopted compulsorily?

79841. Yes?—I should not like to say.

79842. If it were as I suggest it might be, it would very much alter your view of it, would it not?—If the minimum was raised so high.

79843. By combination coupled with compulsion?—What would be the evil effect then?

79844. You would throw out a still far larger number than I understood you to contemplate in answer to Mrs. Bosanquet?—That would be the danger.

79845. Are you prepared to intervené in the contracts for personal labour in a very large number of cases in the community by saying that a person is not to consider their convenience, but that they are to be put under the State rule in that matter?—I am afraid I should go further in that matter than probably you would like.

79846. If you accept your result, your own figures here show that roughly some 40,000 people made applications?—Yes.

79847. That excludes all the women practically?—Yes.

79848. You propose this wage with regard to the women as well, that will at least double, possibly treble, or possibly quadruple, the pressure on relief works, will it not?—Of course, that would depend entirely upon the minimum that was arranged, and the number of women affected.

79849. And the number that it would not be worth while on the part of the employer to employ?—Yes.

79850. Supposing it runs to these numbers, it is far beyond any Poor Law problem we have yet had in London. There is no comparison even with the worst days, if you have that number thrown on the State to support?—What do you contemplate the numbers would be at all?

79851. I am suggesting to you that that has hardly been thought out by you in making the proposition, but that it must be a very large one is undoubtedly evident if the wage began to be what you desire it to be?—Certainly a number of the women at present employed would be thrown out. One hopes that in time in the case of some of those the husbands would be compelled to betake themselves to work.

79852. What control have you over the husband?—None.

79853. The control you have as to a husband letting his wife work or not is a very small control?—Yes.

79854. What you look forward to as a remedy has hardly any relation to the issue?—There is always the compulsion that if the man could not get anyone to work for him he would be more active.

79855. Are you going to compel the men, is it to take another step later so that we shall compel the men, and shall not let the women work?—No, I do not suggest it for a moment.

79856. If you want to take the step of getting the women not to work, or only at a certain wage, you would have to take your other step and insure that the husband must work, and you must get compulsion?—No, I should leave that to him.

79857. Would you not be liable to get the result of the husband not working, the woman working at a different wage, but still the onus of the household remaining on one and not on the other?—You mean in the case of the women who work at a good wage?

79858. In the case of your own minimum wage?—It is only that if she is to work that she should work at a definite wage.

79859. Is there not to be any discrimination in regard to the relation of the woman to her work, as in this or that particular factory, or in regard to this or that particular duty, because in some cases what the woman wants is to supplement what she is doing. Again a single woman has a different position. Would you not have to discriminate immensely if you were to fix your series of minima on different wages?—There would certainly be very great need to discriminate in various trades—do you mean that?

79860. And you must include surely household work if you are to be fair, because a great deal of the work of woman is household work?—You do not propose they should be paid for doing household work in their homes?

79861. No, outside; a great many women do household work outside?—Yes.

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The
minimum
wage, its
difficulties
and effects.

Mr. WILLIAM WILKIE SCOTLAND, called; and Examined.

*Mr. William
W. Scotland.*

79862. (*Chairman.*) You are Superintendent of Works for the Central Unemployed Body in London?—I am.

79863. You have prepared a Statement, which we will take as your evidence-in-chief, if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

1. I am at present Superintendent of Works for the Central (Unemployed) Body for London, in whose employ (including the London Workman's Fund, their predecessors) I have been for the last two years and a half. I have been in charge of labour colonies at Garden City,

Letchworth, and at Farnbridge, Essex, the work at the former being road, sewer, and general ground work, and at the latter reclamation work. Previously to that I was employed as general foreman by Messrs. W. Griffiths & Co., Ltd.; as foreman with Messrs. Dick, Kerr & Co., Messrs. J. G. White & Co., and Messrs. Siebe, Gorman & Co. I have also been abroad a great deal, and have travelled in almost every country, being in touch with the labouring class all my life.

2. The classes of men with whom I have had to deal during my service with the Central Body have been princi-

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Occupations
and
character of
unemployed.
General
duration of unem-
ployment.
Causes of unemploy-
ment of
unskilled.

Effects of
unemploy-
ment.

Need of
minimum
wage in
London.
Results of
work at
Garden
City Colony.

Changes
needed on
labour
colonies.

Need of
large
national
works

pally those of unskilled labour—builders' and dock labourers, factory and warehouse men, and general casual labourers. I found them on the whole to be of good character, although several cases of drunkenness and insubordination were brought to my notice. These have been few, considering the number and class of men. During my experience of the working classes I have found that quite one-third of unskilled labour is out of work four months, taking the year round.

3. The principal causes of unemployment amongst the unskilled class are the introduction of machinery, the bad state of the building trade, and the fact that during the last six or seven years there has been a falling-off in contract work, such as tramway and dock work.

4. During the last three or four years London appears to be the only place where this kind of work is going on, and the men who have been employed by the London firms in the provinces follow them to London, and in most cases do the Londoners out of the work. Then, again, building contractors from the North and South of England doing work in London, in many cases bring their own men, and when the work is completed the men remain behind. I could give many instances of the above from my own experience on tramway work, where, having finished at various places, the men have followed up; and, now that the work is confined to London, they have all flocked here.

5. The effect of unemployment is, in my opinion, very depressing and demoralising. To a single man it is not so bad; if he has the pluck and determination to succeed he can obtain something to do—if not in this country, in another. To a married man, with a wife and family to support, continued unemployment is the first step to ruin, or to becoming a loafer or criminal. To obtain employment a man must keep up a good appearance; and if, after several weeks of unemployment, his once good appearance has gone, he finds it hard to make any employer or foreman believe that he was once a genuine workman. Every day makes a difference to a man in his position. His wife and children also suffer, and the latter are brought up without the proper necessities of life, making them in their turn unfit to do themselves justice when they have to go to work. They have to be supported, and are continually in and out of the workhouse; if the man were in employment this would not be the case.

6. I also think that a rate of wages should be fixed for men working in London; in no case should it be under 30s. per week.

7. *Labour Colonies (Garden City and Farnbridge).*—The work done at the Garden City Colony was satisfactorily carried out, although it took longer to do than would have been the case if a contractor had done the work, owing to the different classes of workmen sent down, a good many never having done any work of that kind before.

8. I do not at all agree with the present system. I would suggest that, if men are to be sent in large numbers to work at such places or on reclamation work, and no accommodation be available, portable sheds, cook-houses and mess-rooms should be erected near the works. (These could then be moved to other places.)

9. I also think that each man should be paid at a fixed rate per hour, to start on his arrival and end on his departure from the works. The cost of board and lodging could be deducted, along with the allowance allotted to his wife and family, from his weekly earnings, and the remainder would be retained by the man. A dry canteen could also be situated on the colony where the men could buy anything they might require.

10. The system of giving sixteen weeks' work only to a man in one year is doing no permanent good. I know hundreds of cases where men have proved themselves competent workmen, but on completion of their allotted time they go back into a worse condition than they were before, simply because there is not enough work generally for the number of men who require it.

11. Some national work should be taken in hand, such as reclamation work, afforestation, and cultivation of land now lying waste. There is work of this kind to last a great number of years, and a large number of men could be placed in permanent employment on the land.

There is no question of doubt that, if properly instructed and supervised, the majority of the unemployed could be doing something useful for the benefit of the nation instead of filling up workhouses and living on relief.

12. Some system of discipline and punishment should be in vogue for those who do not like, or will not, work; and penal and, in my opinion, penal or reform colonies would have a sure effect. Disciplinary measures necessary.

13. If, instead of first going into a man's past history, he were at once sent on these works, his record could be taken on his present form; for in a good many cases a man may have been bad, but is willing to reform so soon as he sees through the folly of his ways. And if a man does not do what is expected of him, transfer him to the penal colony under strict supervision, and detain him for a certain period, making him do task work. On his return to the works he may prove himself a different man. The feeling that some sort of punishment could be dealt out to a man would have a great effect on the majority, and would, I am sure, keep many from going wrong.

14. During my experience of workmen I have found that strictness is kindness to many, while a kind word acts better on some.

15. In summing up with regard to the unemployed, in my opinion about 30 per cent. are well and fit for work, but cannot find any; 30 per cent. are not physically fit to do the class of work we have been giving, but are quite willing and competent to do lighter work (men who are between the ages of forty and sixty, and who are not now required by their previous employers owing to failing health and age, and in many cases to the introduction of machinery. Men at that age out of employment find it impossible to compete with younger men). Proportions of good, inefficient and bad men among the unemployed.

16. The remainder of the men are relics of the past, men who have sunk, if not through their own fault, through being unemployed, and have thus degenerated into loafers and, possibly, criminals, although I do not think there would have been so many of this class if our system of employment had been better.

17. The efficiency of the men at their work, compared with men employed on ordinary contracts, is only fair; men in but I have no doubt whatever that, with the weeding out of the wastrels to penal colonies, and with supervision by thoroughly practical men, a great improvement would take place. The men under me showed great improvement in their physical condition and in their work as time went on. I can give an instance of this on the London County Council parks works this last winter, where thoroughly experienced men were placed in charge, and a great improvement on other years has been the result. Efficiency of work.

79864. (*Chairman.*) What does your work consist of: do you superintend all the works of the Central Unemployed Body?—All the work in London at present. I have been at Farnbridge and Garden City. Anything in the nature of contract work such as roads, sewers, and ordinary ground works. Nature of work supervised by witness.

79865. May I assume that you practically superintend all the unemployed who get employment direct from the Central Body in London?—Yes.

79866. What sort of number have you now?—We have none at work now in London, only on farm colonies. Numbers of men on work provided by Central (Unemployed) Body.

79867. What was the maximum number you ever had at work?—About 1,500 last winter in London, and 500 on colony work.

79868. They would not be continuously at work?—No, they came and went at all times, but the total maximum number of weeks' work we allowed was sixteen.

79869. Have you ever had any experience of labour colonies or work given to the unemployed abroad?—No.

79870. Taking the class of men that you had to deal with, you found them almost entirely unskilled labourers?—Mostly unskilled labourers. Industrial status and character of men employed under Central Body.

79871. What men do you come in contact with; only the men who have been sifted?—Yes. Sifted by Committee.

79872. So you would only come in contact with the best of the applicants?—Yes.

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Unemployment of unskilled men in London and in provinces compared.

Possible effects of better information as to labour market.

Desirability of minimum wage for certain classes in London.

Changes desirable at labour colonies under Central (Unemployed) Body.

Beneficial effects on men employed at Garden City Colony.

79873. On the whole the men you had to deal with behaved well?—They did fairly well. Of course there was a certain number of them committed themselves in one way or another; being slack on the work, insubordination, and there were cases of drunkenness.

79874. That one might expect?—Yes, you would expect that under any conditions.

79875. Did they behave better or worse than you expected, taking your previous experience?—Just as well as any other men.

79876. You found out that in London about one-third of the unskilled labour is out of work four months taking the year all round. Does that refer to the class that was under your superintendence or to unskilled labour generally?—That is unskilled labour generally in London from my own observations.

79877. That unskilled labour is for four months of the year out of employ?—Yes.

79878. Surely that would not be all kinds of unskilled labour but only of certain classes?—I should say mostly casual labour.

79879. The very large proportion of these persons were connected with the building trade?—A good many of them.

79880. You would not call those casual labourers?—The building labourers are casual labourers just at present.

79881. The building labourer is taken on by the week, is not he?—An unskilled builder's labourer works by the hour and is liable to be paid off at an hours' notice.

79882. Who engages him, does the skilled mate engage him?—The foreman as a rule engages the men, not the master himself.

79883. Are there not certain skilled men who select their unskilled men?—There are some cases, but not many. Sometimes a bricklayer or a mason will find his own mate, for instance.

79884. Would not a bricklayer's labourer of good character probably be continued in the employment?—Perhaps on that one building providing the weather was suitable.

79885. The general practice in the building trade then is to take on only by the hour?—Yes.

79886. But the others are on permanently?—So long as the work lasts.

79887. So they would not be casual labourers during that time?—No, not during the time they are in work.

79888. Is it not in this way that they are paid by the hour when engaged by the hour?—If a man is paid by the week he gets a week's notice as a rule, but if he is paid by the hour he gets an hour's notice.

79889. A man would not be turned off in the middle of the day, except for misconduct?—Sometimes they are turned off in the middle of the day for want of work.

79890. You attribute, as one of the principal causes of unemployment, the bad state of the building trade, and a great falling off in London of contract work?—Yes, and in England generally.

79891. I suppose there is a sudden expansion of this sort of work and then a contraction?—Yes, a falling off. I may mention that about ten years ago there was a big rush of tram works all over the country, in the provincial towns especially, and the London contractors going up there of course created a lot of labour in the tramway work where it had never been done before by the men in that town; when the contractor left those men followed him, and now the work is confined to this part of the country they have all settled here. There are a great many men that I know of personally to-day who have been employed in the provinces, good men, and who are now out of work in London.

79892. Is it unskilled labour on the trams?—About one-half unskilled.

79893. In London there are a great many trams worked by the London County Council. Does that affect the general market or do they rely on their establishment?—The tramway contractor brings his own men or engages his own men.

79894. That work is done by contract?—Yes, the constructional work.

79895. It is the contraction of this work that has a good deal contributed, in your judgment, to the distress in London?—Yes, a good deal.

79896. Have you any experience in towns other than London of unskilled labour?—Yes, in most of the provincial towns of England.

79897. Should you say that the four months' lack of employment was characteristic of the unskilled workmen outside London?—No, I would not.

79898. London is the worst?—I should say it is much worse than any other town.

79899. As far as you know was it always worse, or has it only of recent years been worse?—I should say more or less it has always been worse. There is always more attraction to come here than there is to go to any provincial town.

79900. Should you say that the unemployment in London can be at all attributed to the unskilled labourer not knowing where to go for labour?—Yes, a good deal to that.

79901. Supposing there were proper methods of distribution of information, the number of the unemployed might be diminished or the periods for which they were out of employ diminished?—That might be, but I do not suppose very much.

79902. Why do you think there ought to be a minimum wage fixed in London?—I have known carters and contractors paying men who work on London County Council contracts 18s. and £1 a week. If a man has a wife and family he cannot reasonably pay for rent and food for his wife and children on £1 a week in London.

79903. Supposing you fixed a minimum wage in London, your object would be to secure that minimum wage to the Londoner, but would not it have the effect of drawing up more and more people from the country?—It may have that effect, but I do not mean to apply the minimum wage to every man: I only mean certain classes of work.

79904. Your belief being that the rate of wage is unduly reduced owing to this considerable number of persons out of employ?—Yes, and the men really are worth 30s. As I said they have to work sometimes ten and twelve hours a day for six days a week.

79905. The work at the labour colonies was on the whole, in your judgment, satisfactorily carried out, though it took longer than if a contractor had been there, but you do not like the present system. Would you just amplify that a little?—By our present system the man's Central wife is getting paid a fixed rate in London, and he also gets 6d. or 1s. on the colony for any necessary wants he may require. I think it makes a lot of the men inclined to go sick without a cause, and to knock off work at the least sign of rain, knowing full well they will be paid all the time. It really attracts men to come from contract work on to this, knowing they will get full pay.

79906. You say there should be portable sheds so that the men can get their food?—Yes; in some cases we have had to send the food on to the work for the men and they have been some distance away.

79907. If you had the cookhouses and the sheds close to the work that would be a check on the men?—Yes, and there would be less time wasted in walking.

79908. You would pay them a fixed rate, the rate starting on his arrival at and ending on his departure from the work?—Yes.

79909. What is the present system?—The man is paid the day that he leaves London to get on the colony, and as a rule it takes all the day to get there. At Farnbridge, when I was there, he left London at 9 o'clock in the morning, and did not arrive on the colony until 6 or 7 o'clock at night. He could have got there by dinner time and worked half a day if he had liked. They take advantage of that.

79910. The system is rather an inducement to the men to take as long as possible in getting to the place?—Yes.

79911. The system of giving sixteen weeks' work does no permanent good, do you think it improved the physique and morals of the men?—Yes, it did a great deal.

79912. Did you follow these men up at all to see whether they got employment?—I found a good many of them employment myself with a contractor I knew in London,

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when the Garden City colony finished I sent twelve men down to work on the London County Council trams at Rosebery Avenue, and they worked the whole time the trams were being laid, which was about four months, after leaving the colony.

79913. Did they give satisfaction?—Yes, every satisfaction.

Prejudice
against men
assisted by
Central
Unem-
(ployed)
Body.

79914. Is there at all a prejudice against men who have been taken on by the Central Unemployed Body?—They did not go through the Central Unemployed Body.

79915. Is there a prejudice against them at all?—I think so.

79916. That is to say, if there were two men, one of whom had gone through and one had not, the other would get the preference?—I should say so.

Proper
duration of
work to
be given to
men under
the
Unemployed
Workmen
Act.

79917. What would you suggest with regard to the amount of work to be given those men? Of course if you employ them for longer than sixteen weeks you employ a less number?—Yes, but that depends entirely on the amount of work taken in hand.

79918. Would you rather take a limited number of men on and keep them until they get something to do?—Yes; although I should like to see all the men who were willing to work, able to obtain it.

79919. You think that although the number who would get this work would be less, the permanent benefit to the community would be greater?—Yes.

79920. That is to say, you would have put a certain number of persons who are slipping down the social scale into a position to rehabilitate themselves?—Yes.

79921. You prefer that to giving work to a large number, who drift back when the work is over to the position in which they were before?—Yes.

Necessity of
providing
more work.

79922. You would like some big work to be taken on hand?—Yes.

79923. You have given that view, I suppose, really looking at it from the superintendent of works' point of view?—I am looking at it from a practical point of view; if we are going to deal with the problem we must find work to put the men to. We are only dealing with the fringe of the question by dealing with 1,000 men when there are 40,000 wanting work.

Proper
method of
making
relief work
less
attractive.

79924. Of course, if you include anything of that kind, you would have to have strict discipline, and you would also have to make the work less attractive in some way or other than work which the men could get outside?—I agree with that altogether. I should say pay him so much less per hour, and you would not be putting him on the same footing as an ordinary workman.

79925. Unless that was done, there would be no inducement for a man to go outside?—No.

Uselessness
of in-
vestigation.

79926. What is your view about investigation? You do not say much there about the past; you care about the present?—Yes.

79927. Did you find any cases where the report on the investigation as to a man's conduct was not subsequently justified by his work?—A great many. They did not come up to expectations at all.

The
proper
test for
the un-
employed.

79928. So you are not a great believer in investigation at all?—I am not. I think if the proper man were found to select the men, a contractor's man, for instance, who had handled a large number of men himself, he could generally tell whether a man is a good man or not by looking at and conversing with him.

79929. In that case all the ganger would do would be to look at the physique of the man and his capacity. He would not go into questions of his family?—No.

79930. I suppose you rely really upon the way the man complies with the test put upon him?—Yes, and that has a great deal to do with the foreman, how he manages and humours the men.

Supervision
on relief
works.

79931. I suppose you had to have considerably more supervision than you would have had if they had been ordinary labourers?—Yes, more gangers on the job.

79932. Can you tell us what the difference was. Supposing you had, say thirty men working, what sort of

supervision would you have had if they had been ordinary labourers?—Do you mean gangers over them?

79933. You would have one ganger in each case—thirty is about the number, is it not?—Yes, thirty would be the right number for one man.

79934. Of course, the supervision is more expensive in the case of these untrained men?—Yes, it is. You could put fifty men under a man if they were all good workmen, but you would have to have two over that same number if they were not.

79935. Your idea of working this thing is to have a penal colony to which you could, under certain conditions, transfer a man who misconducted himself?—Yes. Need of a
penal
colony.

79936. Summing up your opinion as to the condition of the unemployed, you say that about 30 per cent. are efficient, 30 per cent. are not up to the average physical standard, but can do light work, and about 40 per cent. have for some reason or another degenerated into loafers?—Yes. Proportion
of efficient
men on
relief works

79937. That is to say 30 per cent. of the picked men were efficient for general purposes?—Yes.

79938. Speaking of the men generally who have passed through your hands, have any considerable portion of them, beyond those you have just mentioned, got permanent employment?—I do not know of any more; I only know those that I have found work for myself, independent of the Central Body. They all drift back into their old state. A good many of them may have got work as several left our works stating they had found employment, but I do not know if it was permanent or not. After em-
ployment of
men leaving
relief works

79939. Did you find that the locality from which the men came at all governed their conduct?—Did the men from some parts behave better than those from others?—Yes, there was a difference. Difference of
character
among men
from different
parts of
London.

79940. Which would you say is the best part of London?—The northern part of London is the best and the south.

79941. The east and the west are left, which of the two is worse?—The east is worse, there is more casual labour there. I mean east, generally south-east, east, and north-east.

79942. It is worse than the west?—Yes.

79943. Do you get many from the west?—Very few, there is a small percentage comes from there.

79944. We have heard a good deal about the disadvantage of casual labour. Is the tendency of casual labour for the men to loaf whilst working, is that one of the evils of it, or are they so paid that they think they are obliged to work, I mean in their ordinary vocations?—I do not think they loaf when they work. Do you mean in the labour colonies? How far
casual
labourers
tend to
loaf.

79945. No, casual labour where the men are taken on by the hour, and so on?—They have to be watched. I think a man in any condition would take advantage of the foreman if he was not looking, a good many of them anyway. It all lies with the supervision, I think. I always found these men worked fairly well if they were looked after properly. A good foreman makes a good man as a rule.

79946. On the whole I think your report is highly favourable to their conduct and the work they did?—Provided they are properly supervised; I have known cases where they have not been properly supervised and they have not done very well. Quality
of work
done under
Central
Body.

79947. Did you have the St. James' Park work under you?—No, only the London County Council parks.

79948. Were they not working under you in that broad part of St. James' Park?—That was in the Royal Park, and they superintended their own men; the men that were at the Garden City the first year conducted themselves very well and worked very well.

79949. What you have done, as you say, only touches the fringe of the unemployed?—Yes. Weakness of
Unemployed
Workmen
Act.

79950. Do you think the system you have been working is capable of great expansion, putting the financial and other questions aside; you say there is not the work to be done?—No, there is not the work to be done, that is the great difficulty, and I don't think very much of the system.

Quality of
work done
under Central
(Unem-
ployed)
Body.

79951. (*Sir Samuel Provis.*) You were satisfied with the work of the men generally, do I understand?—I was quite satisfied with the work that I supervised.

79952. You considered it satisfactorily done, and that they worked as well as ordinary men would have worked?—Only fair, not the same as ordinary men. I say in the last paragraph that the work was only fair compared with men on ordinary contract work.

79953. I do not quite see how you reconcile that with the statement that they did their work very well. You make a distinction between what you would expect from an ordinary labourer, an ordinary workman, and one of these men?—Yes.

79954. What sort of standard did you set up. For instance, how many men would you say would be required to do the work which would ordinarily be done by a certain number of ordinary labourers?—It varied a lot; on the average about two men to an ordinary navvy's work.

79955. You would require about double the number of men on the average?—In some cases not so much as that.

79956. Is that because they do not feel an interest in the work, or is it because they feel that they have a secured position, or what should you suppose is the reason?—I give the reason that they are run down, they are weak, and they also take advantage of the committees they have to deal with. I have known men come to me and say if I put them off they would go and tell some of the committee and get me the sack, and things like that.

79957. That is if you exercised proper discipline over them?—Yes.

79958. If you thought they were unsatisfactory and had to go, they would say they would make it unpleasant for you?—Yes.

79959. Did they show as a rule any desire to get other work; were you able to judge of that?—I could not judge that.

79960. They had a day off, had they not?—Saturday. Saturday is not the proper day to give them. There is no employer of labour that would employ a man on Saturday, they will tell him to come back on Monday morning.

79961. You think another day than Saturday would be a better day for the remission of work in order to obtain employment?—Yes.

79962. I suppose Saturday was taken because of the Sunday following, so that they could get to their homes?—I was thinking of the men in the London County Council parks, they could get home at any time.

79963. I thought you were speaking of the Hollesley Bay men?—The men from Hollesley Bay got from Friday night to Tuesday morning.

79964. So they could go on Monday?—Yes, to look for work.

79965. Did you find any considerable number of them tried to get work?—So far as I could hear, they did not try at all.

79966. They were satisfied to stay on with you, as long as they were allowed?—Yes.

79967. Did you exercise any choice; had you any power of exercising any choice as to what men should be sent to any particular piece of work?—No, I could only make a statement to the committee that none but the thoroughly strong, and men capable of doing this class of work should be sent. It was then left to the distress committee to send suitable men.

79968. You did not choose the men because you thought they were suitable for the work at Fambridge, or in the London parks, the committee decided?—Yes.

79969. (*Mr. Lock.*) When a man turned up at Fambridge at the end of the day, instead of mid-day, what happened to him?—He was generally told, when I was there, that he had done wrong, and if it occurred again he would be sent back.

79970. Did you have to sack a good many men in that way?—Yes, I had to sack twenty or thirty altogether during the time I was there.

79971. Out of what number?—300 or 400.

79972. Did you find that the men who came to you from the east of London were more spoiled men than elsewhere?—Yes, a great deal.

79973. What do you attribute that to?—I should say that the men looking after their interests were not the proper men for the job. They coddled the men too much, although the men from Poplar were on the whole fairly good, because the clerk to the committee is capable of knowing and selecting the best men.

79974. Were they men of the type you mentioned, who ran to the committee trying to get influence, and that kind of thing?—Yes.

79975. They knew the ropes?—Yes, a great many of them travelled from one colony to another.

79976. And yet those men passed through the committee's sieve, and had been appointed to come?—Yes, their record on paper had been put before them; that is all I know; I do not know the system of selection.

79977. They had come through the committee to you?—Yes.

79978. You talk of payment by task; do you mean by task work, paying a rate of so much per hour for measured work?—Rate per hour on the work; if they work an hour, they get paid for that time.

79979. Have you at all tried the measured work of so much per task?—I did in Garden City.

79980. Did that answer?—Yes, very well.

79981. Why was not it tried generally?—The work at Fambridge could not be done in that way because it was very difficult work, but at Hollesley Bay I should say it could be done, as regards double digging.

79982. You know the general result of experience is that not only is ganging much easier, but the men do much more work if they get task work?—Yes, but there are kinds of work you cannot do by task work.

79983. If you were a contractor you would not employ a city man to whom you could not apply the task system?—No.

79984. Have you any power of selection as to what task you use a man on?—Yes.

79985. You say something about a 30s. wage for all; do you mean that that should apply to all the men employed in this work?—I do not mean on unemployed work; the men on such as tramway work, or navvy work.

79986. Under contract?—Yes.

79987. With regard to this number you divide it into three sections, and such a thing as 12,000 men if there were 40,000 applications would cover one of your sections?—Yes.

79988. Supposing we take the whole of those men, namely the section that was rather hopeless, what do you say might have to be done with them?—If he was a loafer?

79989. I think it is the last class which are generally unfit: "are not physically fit to do the class of work we have been giving but are quite willing and competent to do lighter work; the remainder of the men are relics of the past, men who have sunk if not through their own fault, through being unemployed" and so on?—Those who are able to work and won't. I should put them in a penal colony by all means. The others should be found some lighter task.

79990. Is not that rather a large order, 12,000 on a penal colony?—It is the only way to solve the problem. It is better that than to let them drift.

79991. Would you bring them up before the magistrates?—Yes, get a magistrates' order to compel them to work.

79992. Amongst the men you had before you there were some of this very class, I suppose?—Yes. The percentage which I take is that of the general men out of work in London, not the men that passed through our hands.

79993. (*Chairman.*) I understood they were the selected men?—The percentage I take here is not of the men

Mr. William W. Scotland.
22 Oct., 1907.

Character of men coming from East London to relief-works.

Question of payment by task on relief-works.

Causes of comparatively low quality of work done.

Question of furlough to men on relief works under Central (Unemployed) Body.

Choice of the men for particular works.

Mr. William W. Scotland. who passed through my hands: it is from my general observation of the unemployed of London.

22 Oct., 1907. 79994. (*Mr. Loch.*) 30 per cent. are of the loafing class?—Yes.

79995. And ought to go to a penal colony?—Yes.

79996. Have you had any experience about a penal colony?—I have not.

Difficulties of penal colony.

79997. Judging from your most difficult class of men, do you think you could manage a penal colony?—Yes, providing that power were given the man in charge to put some sort of punishment or restriction upon them.

79998. The difficulty is very great, is it not, of managing these broken labourers in a penal colony, some of the men strong, some of the men weak, and so on, and supervising them so as not to let the standard drop?—I do not think the supervision would be any difficulty. The difficulty would be obtaining the various kinds of work to suit the men.

79999. Is not that so great that the tendency is in criminal colonies to let the standard of work drop, one man putting it down for another?—Yes, I should say so.

80000. If you do not succeed in that your penal colony breaks in your hands?—If you cannot find the work suitable for the men it would.

Difficulty of finding suitable jobs for men after they leave labour colonies.

80001. If you take your next class of course these are a very large number, that class of 12,000 are not fit physically to do the class of work, but want lighter work; they are men between forty and sixty. What do you say they might do?—I do not know.

80002. It will again be a very large order to find work of this sort for 12,000 men. You mentioned Garden City. Were you in charge of the men there?—Yes, the first year, under the London Unemployed Fund.

80003. Was it not the case that in the Garden City a great deal of trouble was taken to allow the men opportunities of settling in the country or getting work locally, and so on, when they were leaving?—There was a lot of talk about it, but there was not any work offered; only in two cases, and that was accepted.

80004. What would you have done that was not done to enable them to settle in that Garden Colony again?—I do not see where they could have offered them any work; there was not any work going.

80005. That is to say practically after they had done their work at Garden City they were more or less at loose ends?—There was no work for the men to do; the work that remained to be done was given out to a contractor who gave it to his own men.

Reclamation work.

80006. Do you look forward, if you continue that work year by year, to a considerable number of the men passing through your hands being put on the land as could be best arranged?—I have no experience of farm colonies, or of work on the land. I should say reclamation work would be the best to put them on.

80007. Your reclamation work would have to be strongly backed by a penal arrangement?—Yes.

80008. It would fail without it?—Yes, you would be doing some men a good turn, and doing a great many of them a bad turn by picking them up and putting them back again.

How far the labour colony is deterrent.

80009. It has been stated in evidence that the test of their having to get out of London is a good and sufficient test by way of a deterrent, do you think that it is?—I do not think so.

80010. Would you give us your reason why you think it is not sufficient?—A lot of men under the present system look upon it as going down into the country for a week or a fortnight's holiday, because we do not force them to work as we ought to do.

80011. In fact the bargain is one which they would gladly accept as a better bargain than the open market, would they?—A lot take that view.

Amount of money received by the men on labour colonies.

80012. With regard to the relation to the family, have you found that the men saved their money up till they went home, or did they spend it on their pleasures? The money they had was 5s. or 6s. a week, was not it?—They did not have 5s. or 6s. a week, on our present system they only get 6d. a week.

80013. They used to get more, did they not?—No, 6d. a week to the men, and the remainder to the wife. In some cases at Fambridge they got more because it was heavier and dirtier work, that was 1s. 6d. a man, but in a lot of cases the wives send the men money.

80014. Did that money go to the better class men?—There were very few that did not get money sent from their wives.

80015. So that the money that was given to the women for the family, apart from the husband, would be handed over in some degree to the husband while he was on the work?—Yes, mostly 1s. 6d. or 2s.

80016. Did you have much trouble with drink, their Drunkenne breaking away to go to the public-houses, or that sort of at Fam- think?—At Fambridge I did have some trouble with bridge and drink, because there was a public-house close to the Garden Cit colony, and at the start I had a good deal of trouble colonies. there, till I got them under control.

80017. At Garden City?—At Garden City there were only six cases of drunkenness all the time.

80018. Because that was at a distance from the public-house?—The nearest public-house was three miles away.

80019. While you say on the whole the men worked well, may I say the general impression of your evidence result of is that unless very great changes were made in the system relief-work a great many men would be employed who should not, system as and many would be hardly bettered by the employment regards the they got?—Yes. There would be a great many men men em- being helped that were not worthy of help. ployed.

80020. And whom the help did not benefit?—Whom the help did not benefit at all, although they would be weeded out eventually.

80021. That is a lengthy process; what is said of them when they are handed over to be selected does not at all point to the ultimate selection?—No, it does not.

80022. (*Mrs. Bosanquet.*) Can you tell me how it is with Question of ordinary contract navy work, do they generally provide dwelling places for the men?—No, never, unless accommo- they are well out in the country where there is no ac- tion for men commodation available. on contract works.

80023. Does not that lead to great hardship sometimes?—It does, a great deal.

80024. Would it be possible to have any general recognition that that must be provided?—I should say there ought to, and it should have been done many years ago.

80025. Would there be any large opinion against such a thing?—By the men themselves?

80026. Rather by the contractors?—I should think there would, still I should say the contractor ought to be able to raise his price for the tender accordingly.

80027. (*Mr. Gardiner.*) Some contractors make provision, do they not?—Yes, in cases out in the country, such as railways, they provide huts for the men.

80028. And certain men of particular repute do?—I have worked with the biggest contractors in this country, Dick, Kerr & Co., and they have never provided accommodation for the men on anything we have done they had to put up with any little hovel they could get.

80029. Do Pearson's provide accommodation?—As a rule they do large contracts where there is not sufficient accommodation available.

80030. I am afraid I do not know what happened to every hundred men they sent out to you as selected. Would you say that only 30 per cent. of them were satis- Proportion of satisfac- factory for your purpose?—For the work that we gave tory men them to do. on relief works.

80031. Only 30 per cent. of the selected?—For the kind of work. Of course, others would work if they were fitted for the task.

80032. With regard to the remaining 70 per cent., some were not physically fitted or there was some other reason?—Yes.

80033. (*Dr. Downes.*) With regard to the housing of Housing of the men, it has been alleged that one difficulty a con- men on tractor has to meet with arises from what is called contract subbing?—Yes. works.

80034. He has to keep more men than he really wants because he is not sure that the whole of the men will be ready for work at a given time?—I have not found that the case, and I have had 500 or 600 men under me. I have never found any difficulty from subbing; they always turn up the next morning.

80035. How did you house your men at Fambridge?—In huts.

80036. Did you put them up?—No. They were previously used by workmen and their families employed at an engineer's factory which is now closed down.

90037. What sort of huts were they?—Corrugated iron outside and match-boarding inside.

80038. Have you finished your job at Fambridge?—I did not finish it; I was taken away to supervise the London work.

80039. Have they finished the work?—Yes, about two months ago.

80040. What became of the huts?—The huts are still there.

90041. Did they buy them?—We only rented them.

80042. At Garden City how did you manage about the housing?—There were huts there.

80043. Provided by Garden City?—No, we built them; and the agreement was that they should take them over when we finished the work.

80044. What is the cost of hutting, roughly?—You can house 200 men with mess-room, day-room, and kitchens, and suitable accommodation for about £2,000.

80045. About £10 a head?—Yes.

80046. Would those be huts you could take away in sections?—Yes, portable huts.

80047. What would be the life of a hut like that?—It all depends on how they were handled when shifted. I should say they ought to last for twelve or fourteen years, or something like that, with care.

80048. In your evidence you tell us that the contractors' men who come to London are apt to stay there?—Yes.

80049. What is the reason of that?—I think there is a different life in London to what there is in the provincial towns; there is more attraction and temptation for an ordinary working man to stay in London.

80050. The attraction of pleasure?—Yes; and there is a better chance of picking up casual labour.

80051. Is there any general idea that it will be provided by distress committees or guardians?—No; I do not think the majority that come know anything about distress committees.

80052. In your suggestion that the men should be paid a fixed rate per hour, would you give the workers and the shirkers the same?—For a start I would, and weed them out afterwards.

80053. How would you deal with the shirkers?—Send them to a penal colony—discharge them altogether from the works.

80054. Have you had any experience where men have had to earn their food in any of your unemployed places?—No, I have not.

80055. Is the food all found for them?—Yes, in all our colony works.

80056. No matter how slack a man is he is sure of his food?—Under our present system we give them their allowance and feeding and everything, lodging and all, whether they are slack or not; if they are slack we have to put up with that for a certain time to see whether they are going to do any good or not.

80057. Would it be an advantage if the man simply had a subsistence found, and he had to earn what he wanted to supplement it with?—For his wife and family?

80058. No, for himself in the colony?—At present he only gets 6d. a week.

80059. But he gets his food. Suppose he has a loaf of bread found him and he wants a sausage, he has to earn a sausage. Would that be an advantage?—I do not think so.

80060. Why do you not think so?—Because a good many of them if they did make a little bit of money would spend it in beer instead of food.

80061. I am assuming that he had something he could not spend in beer. Could not he have a token instead of money?—That is what I mean by paying him so much an hour, giving him his food and deducting it from his wages.

80062. You do it another way with the same object. The dry canteen would be a canteen where he could not get liquor?—He could not get liquor at all.

80063. It has been alleged that in some cases men cannot get a job on ordinary work unless they make friends with the foreman; have you heard anything of that?—Yes, any amount of it. I know cases of dock and tram work where the foreman had half-a-crown a week from each man, and if they did not pay half-a-crown to him they got the sack.

80064. Is there any means of stopping that?—If the superintendent over the works knows anything about it, and if he is a straightforward man he would sack the foreman, I should think, and the man who gave the half-a-crown too.

80065. Do the men themselves combine against the foreman?—I have known cases of their doing it, but they got the sack—the whole lot.

80066. (*Miss Hill.*) Would wooden sheds be cheaper than corrugated iron?—I did not mean to put corrugated iron places up, corrugated iron outside with match board- ing inside.

80067. (*Professor Smart.*) With regard to that general statement of yours that quite one-third of the unskilled labour is out of work a third of the year, do you mean the unskilled labour of London or the country?—The unskilled labour of London.

80068. And you include those who are thorough casuals and do not want to work more than a certain part of the year?—Yes.

80069. You include the whole body of casual labour?—Yes.

80070. With regard to the minimum wage, why a minimum wage for London?—Because of the rates, and accommodation in London is much dearer than in provincial towns.

80071. Does not that indicate that you must have a minimum wage all over the country?—I should say it would come to that.

80072. Why 30s.?—Because I think 30s. is little enough for any man to be paid at the work I mentioned—at navy work or carting.

80073. Do you think employers would agree with you as a rule; would they be willing to pay 30s. to that class of worker?—I do not think they would.

80074. What about the enormous number of men who could not be employed, whom employers would not take on, at 30s. a week?—If they are not worth 30s. a week the employers would not employ them; they would get other men; it would be relieving the labour market just the same.

80075. That is one way you would take to relieve the market, to take the inefficient away?—Yes.

80076. (*Mr. Bentham.*) With regard to a remark you made to the Chairman, you said you only meant the minimum wage for certain classes?—Yes.

80077. What classes are they?—Navvies, men working on tramway works or building works, or carters—carters generally in London.

80078. (*Professor Smart.*) That would be putting a premium on those particular classes?—Yes.

80079. You think many of our paupers might be doing something useful, as you say?—I do not know, if they are fit they ought to be doing something.

80080. You mean to imply that a great many paupers could be doing something for their living. Do you find that opinion held by workhouse masters, for example?—If a man is fit and able, instead of going to a workhouse he ought to be put to some work to benefit the nation.

Mr. William
W. Scotland.
22 Oct., 1907.

Abuses of
foreman
system.

Sheds for
men on
works.

Unemploy-
ment among
unskilled
labourers in
London.

The mini-
mum wage
in London
and gener-
ally.

Trades
which
should
receive
minimum
wages.

Question of
employment
of paupers.

Housing of
men on
relief-works
at Fam-
bridge and
Garden
City.

Attractions
offered by
London to
workmen.

Proper treat-
ment of
shirkers on
relief-works.

Best method
of payment
of men in
labour
colonies.

Mr. William W. Scotland. 80081. After all, are there many of that class in work-houses?—I have no experience; only what I hear.

22 Oct., 1907. 80082. With regard to the proposal of yours in Paragraph 13 that a man should be at once sent on to the works without going into past history, would that be quite fair to the respectable men?—Yes, because if the man that was selecting the men knew what he was doing when they came before him he would select the best case, naturally.

80083. I thought you said the man should be sent at once to the works without going into his past history?—I mean that a man should pass the inspector at once without going into his family history, for them to be questioned individually without going into his family history at all.

Penal colonies for men refusing to do fair day's work. 80084. Could you transfer a man to a penal colony without a conviction?—The only conviction would be his refusal to do a fair day's work.

80085. That is a new form of offence, is it not?—I should make it an offence.

80086. You would require legislation for that?—Yes.

Elderly men among unemployed. 80087. Is it your experience that there are more men now than formerly between the ages of forty and sixty able to work whom employers will not employ?—I should say they are on the increase just now.

80088. If so, does not that constitute a new phenomena?—Yes.

State relief-works. 80089. (*Mr. Bentham.*) In Paragraph 11 you make some suggestions of work of a different kind from that which has already been done by the Central Unemployed Body for the employment of the men, such as afforestation etc., and you think that would be much better work than the work which has been found for them. What I want to know is whether you would have that kind of work always open to resort to by men when they are out of employment?—Yes, I say there should be that kind of work always open.

80090. So there would be always, in good times and bad times, men selected for this kind of work?—Yes.

80091. As relief work, not as ordinary work?—As relief work only; just to relieve the surplus labour.

80092. You did not mean that afforestation should be taken in hand by the Government as an employment on economic grounds?—I say it should all be taken on these lines by the Government. I do not think it could be done with any success without.

80093. As you would have no test whatever as to the character of the men employed on such work, it would be open practically to all who came, if there was room for them?—Yes.

80094. Have you considered what effect that would have upon men who are in ordinary employment now, and are contributing towards their trade union for out-of-work payment, in a sense insuring against unemployment?—If the work was made so strict they would not want to come there at all; they would want to keep clear of it.

80095. Strict in what way?—Do not pay them the same rate of wages as men in employment are getting.

80096. You would pay them a less rate of wages?—Yes.

80097. A less total amount in a week than they would get by ordinary employment?—Yes.

80098. You mention amongst the kinds of work, reclamation work?—Yes.

80099. You suggest the reclamation and cultivation of land now lying waste, do you mean with the object of settling the men on that particular land, or merely reclaiming it for sale?—Reclamation for settling if there are any men wanting to settle on the land.

80100. Or to let as farm land?—Yes.

80101. All the work you have in view practically would not pay for the labour employed on it, would it?—No.

80102. Can you suggest any kind of work that would?—No, I do not think so. I do not think any work could pay with unemployed labour.

80103. Have you thought about another thing, and that is: The Government to employ men in these occupations on their merits, that is as ordinary workmen at certain times of the year, only setting on those that could be efficiently employed, and pay them the regular rate of wages, thereby relieving the labour market at certain times of the year?—I have. That is a good suggestion, but what would become of the wives and children in London? Would you leave it to the men to send the money home?

80104. When large contract works are let for reservoirs and such works, to ordinary contractors, the men take their wives and children with them, or make their own arrangements. Would it not be equally safe to do the same thing with regard to Government work of this kind?—It could be tried, but a good many men on contract work do not send the wives money; the wives and children suffer; I know a good many of the men that have worked under me did not send their wives anything for years.

80105. What happens to the wives and children?—They have to struggle on as best they can, and take up employment.

80106. (*Chairman.*) Are you an engineer by trade?—As a boy I served my time in the merchant service. I am a diver and also a contractor's general foreman and have served three years in the Royal Engineers.

80107. Assuming the present Act or anything like it was to be in operation for a certain number of years, is it not rather essential that there should be a scheme of works prepared in advance so that there should be plenty of time to think out what is the best possible way of utilising this unemployed labour?—I should think that is the best possible way of doing it.

81108. It is rather a haphazard way of doing it now?—It is scandalous the way the thing is going on now.

80109. You really have to find jobs, I suppose, in order to employ the people?—I have been employed all the summer trying to find work for the unemployed and I cannot find any now, with the exception of some the London County Council are going to grant us; other than that I cannot get any. I do not see where the Central Body for London can find anything when everybody is against them. Something must be done by the Government itself.

80110. When you say everyone is against them, the borough councils, I suppose, have their own ideas?—Yes, the borough councils have their own staff of men, as a rule, and can just find enough for them, without finding work for the unemployed labourer.

80111. You would not like them to displace their staff?—Not to employ our men, that would not be fair at all.

80112. If it is to be done at all in the future, the only way is to have the preparation of plans in advance?—Yes.

Mr. Thomas Smith.

Mr. THOMAS SMITH, called; and Examined.

22 Oct., 1907. 80113. (*Chairman.*) You are agent for Mr. Joseph Fels and manager of the Nipsells Dairy Farm at Mayland in Essex?—Yes.

80114. You have been good enough to prepare two statements, one as to distress due to unemployment and the other as to Mr. Fels' small holding experiment at Mayland. If you will kindly hand them in, we will treat those as your evidence-in-chief?—Certainly. (*The Witness handed in the following Statements.*)

REMEDIES.

1. *Labour Farms or Colonies.*—In discussing the value of the work done on labour colonies it is necessary that there should be a clear idea as to the kind of men who are sent to them.

2. Unemployed men of the better class will not apply to a distress committee until they are reduced to extremities.

Question of State works at certain seasons at ordinary wages.

Difficulty of finding work under Unemployed Workmen Act.

Objections of better class of unemployed to applying to Distress Committees.

(a) Because an atmosphere of charity permeates the operations of a distress committee.

(b) Because they hope, by remaining near the usual avenues of employment, to get work at their own trades.

(c) Because relief work affords no permanent alleviation of their distress (after a short period they return really worse off—they are no better in pocket, and are out of touch with the various means of obtaining employment).

3. It is therefore easy to understand that men on labour colonies are mostly of a low type. From personal observation I classify them roughly as follows:—

25 per cent. good.

50 per cent. fair (inefficient, slow, or stupid).

25 per cent. bad (lazy, or of doubtful character).

4. Many of the men arrive at the colonies in a poor and emaciated condition. After arrival, a few weeks must necessarily pass before they are in a condition for hard work. They leave greatly improved in health and physique.

5. When physically fit, they are still only suitable for the simplest unskilled labour. The period of their stay on the colony (usually about sixteen weeks) does not afford any chance of their becoming expert at any of the work. In judging results these facts should be borne in mind.

6. When at work, the men are not sufficiently supervised. Those who happen to be under the charge of an experienced ganger (usually a paid local man) work satisfactorily, but this system needs extending. Generally the men work with very little oversight, have no tasks set them, and the average output is very low. The men thus get into a slack habit, bad for themselves and bad for the system.

7. The knowledge that there is no permanence in their employment, no matter how well they may acquit themselves, has also a great effect in damping any zeal they would otherwise have.

8. I suggest that an efficient system of supervision, coupled with rewards in the form of better pay for selected men, the possibility of a permanence for the best of these, and the speedy rejection of the lazy and doubtful characters, would overcome most of the foregoing objections. These rejected persons can only be suitably dealt with in penal colonies formed for that purpose.

9. It is not sufficient simply to find work for the unemployed; the work ought also to be necessary, and, as near as may be, it should be remunerative or self-supporting.

10. The quality of the work done by the men at Farnbridge and Hollesley Bay, under expert guidance, is quite as good as that done by ordinary paid labour. The crops raised at Hollesley Bay are excellent, but the market value of the produce is far below the cost of raising it. This result is unsatisfactory, but is to a large extent remediable. Ordinary farm and garden crops, to be sold in a distant market, cannot be produced from large areas profitably by hand labour. If half the number of men, or twice the area of land had been used, supplemented by horse implements, or a choicer description of produce, needing more intensive methods of cultivation, had been grown, the returns would have been much more favourable.

11. The question of competition is an important one. At first sight it seems cruel to add further competition to that which our own home growers have to meet from abroad, but when it is remembered that most food stuffs are produced at home in insufficient quantities, and have to be supplemented from outside sources, to in any way discourage Britons from producing more at home to avoid competition seems to be a policy of despair. Our own people should have every help and encouragement to compete with the foreigner in the production of articles of general consumption. If our markets are supplied more freely with fruits, vegetables, and salads of home production, foreign supplies will diminish in proportion. It is noticeable that there are always larger supplies from abroad of any article of which there is a short crop here, attracted, no doubt, by the higher prices.

12. There is much room for improved methods of cultivation, and for dealing with the numerous insect and fungoid pests with which growers have to contend, and the extension of farm colonies would tend to a greater interest being taken in such matters by the Government, to the ultimate benefit of all concerned.

13. Summary:—

(a) The men on farm and labour colonies are mostly inefficient, with certain percentages of good men and idlers.

(b) The men gain much in health and physique through good food, fresh air, and regular hours.

(c) The absence of sufficient supervision and of any prospects for the future causes slackness, which leads to demoralisation.

(d) Penal colonies should be instituted for the incorrigibly lazy.

(e) The quality of the work done is up to the average, but the output is low, and is too costly under the present system on farm colonies.

(f) The ultimate effect of increased home competition will be to check imports of foreign produce.

14. The *Hollesley Bay Experiment* offers a remarkably favourable opportunity for demonstrating the suitability of labour colonies in dealing with the unemployed problem.

15. As it is run at present, I am of opinion, for the reasons already stated, that this particular labour colony is not satisfactory. Nevertheless, it is a place of great possibilities, and it ought not to be difficult, worked on a different system, to make it a splendid success. The soil is good and easily worked, the water supply is abundant, and the climate is equable, with above the average of sunshine. All these factors contribute towards making the estate eminently suitable for intensive cultivation.

16. In August, 1906, the Working Colonies Committee Scheme of the Central (Unemployed) Body for London appointed me to re-organise the market garden department of the Hollesley Bay Labour Colony, and asked me to draw up a scheme for future working, so as to ensure better financial results. I drew up a comprehensive scheme, which was approved by the Committee, and passed by the Body, but, when submitted to the Local Government Board, was rejected.

17. Considerable time elapsed between the committee's approval and the Local Government Board's rejection, and in the interval some items of the scheme were carried out, such as planting a large area with fruit trees and laying out small holding plots with orchards, outbuildings, etc. but when it was certain that the Local Government Board would not sanction the further carrying out of the scheme, I resigned my position.

18. I venture here to give a brief outline of the scheme which was approved by the committee, in the hope that it may form a useful contribution in the consideration of remedies for unemployment.

19. The Hollesley Bay Colony is about 8 miles from a line of railway. Ordinary market garden vegetables have little monetary value in comparison with their bulk, and haulage by horses and waggons a long journey by road is a costly business, when the value of the consignment is considered; if distant markets have to be reached there is the additional expense of railway rates, salesmen's commission, etc., so that it is practically impossible to grow common vegetables profitably under the circumstances. My object was to grow commodities containing greater value in less bulk, so as to proportionately reduce cost of carriage; to introduce intensive cultivation, on the system of the Parisian gardeners, and so find constant employment for a large number of men on a small area; to erect glass-houses and frames for growing plants, vegetables and fruits in winter and spring; and to plant large areas with fruit. I also suggested bulb growing, as this estate is particularly suited to this culture, and the establishment of a nursery of fruit and forest trees and shrubs, which could be utilised to supply further colonies, small holdings, public parks and re-afforestation schemes. There is a large tract of heathland on this estate, and this I proposed to bring under cultivation at a minimum of expense by unemployed labour, after which it would be available for small holdings.

20. I proposed that the men should work under constant supervision with gangers or foremen, each in charge of a limited number. The best men were to be selected

Mr. Thomas Smith.

22 Oct., 1907.

Advantage of farm colonies in encouraging better methods of cultivation. Summary of foregoing paragraphs (1-12).

Possibilities of Hollesley Bay colony.

for re-organisation of market garden department at Hollesley Bay.

Mr. Thomas Smith.
22 Oct., 1907.
Scheme for re-organisation of market garden department at Hollesley Bay.

for further training, passing through a proper course in the various departments; those finally approved to be drafted on to small holdings. Each holding would be completely fitted up with cottage, outbuildings, fences, fruit plantation, and live stock, and would be manured and put into working order before the advent of the holder. The man installed would be directed and supervised. Having no capital, he would be supplied with everything necessary, and be paid a weekly wage. All receipts from the holding would be credited to him, and all disbursements, rent, etc., debited against him. After a certain period, the excess of income over expenditure would enable him to pay off his indebtedness, and he would then, having worked out his own salvation, become a free man with capital in hand to work his own holding.

21. Pursuing this plan, a constant draft of men would be placed upon holdings, and after a few years the receipts from those discharging their indebtedness would furnish funds for further operations.

22. Those of the unemployed who were shoe-repairers, harness-makers, carpenters, tinsmiths, etc., could be encouraged to establish themselves in those businesses.

23. Naturally, small traders and shopkeepers would establish themselves in close proximity to the settlements. Village communities would come into being, where before there were barren wastes.

Advantages which would result from improved system of labour colonies.

24. If labour colonies on the lines here set down were formed in various centres, the result would be that a regular and constant stream of selected men from our congested cities would be sent back to the land which cries out for their presence; the pressure in the cities would be relieved; the people would improve in health and physique; instead of emigrating the best men from amongst the unemployed they would be retained at home to help in building up and strengthening our own nation.

Mr. Fels's small-holding experiment at Mayland.

25. In the summer of 1905 Mr. Joseph Fels purchased in a London auction-room an estate known as Nipsell's Farm, and took possession on September 29th following. About the same time he also bought at auction a small adjoining property known as Mayland Mill, on which is a working windmill and sundry farm buildings.

State of Nipsell's Farm before laying-out.

26. Nipelle's Farm is in the parish of Mayland, Essex, on the river Blackwater, $3\frac{1}{2}$ miles from Althorne, 4 miles from Southminster, and 8 miles from Maldon. The soil is clay loam on clay subsoil, and the total area is 620 acres, including sea-wall and saltings. The area of Mayland Mill is 13 acres.

27. Nipsell's Farm was in a neglected state. Fences, gates, roads, buildings, sea wall, sluices, etc., have all had to be repaired or renewed. There was no water on the estate except from a well which could be pumped dry in an hour or less at any time, and after some months' use could not be depended upon for more than from 100 to 200 gallons a day.

28. Having secured this property, Mr. Fels proceeded at Christmas, 1905, to lay it out in a way which he considered would be a public object-lesson on the profitable utilisation of derelict Essex.

29. This very heavy land was supposed to be useless for anything except the usual four-course rotation cropping, in which corn growing is the principal object; and corn growing being no longer profitable, the farm had for many years previously been used mainly for the production of hay.

Laying-out of Nipsell's Farm for intensive culture.

30. Mr. Fels decided to use the whole frontage of the farm, about 130 acres of the best land, for small holdings, and the remainder as a dairy, market garden and fruit-growing farm. The adjoining property, Mayland Mill, he has laid out as a nursery and fruit plantation, with a range of glasshouses and frames, and a portion is devoted to French gardening exactly on the lines of the Parisian gardens for *petite culture*, and for this purpose two experienced French gardeners have been introduced.

Roads, water supply etc., on the estate.

31. Over 2 miles of new roads have been constructed on the estate, mainly for the convenience of the small holders, and a system of water supply has just been completed, by which water drawn from a boring 300 feet deep is conveyed to a 10,000-gallon water tower, and thence by mains and service pipes to all farm buildings, farmhouse, small holdings, cottages, greenhouses, nursery and gardens.

32. Extensive alterations have been made to the farm buildings; ranges of airy and commodious pigsties and cowhouses have been constructed, which are at present occupied by over 100 pigs and between sixty and seventy milch cows.

33. About 40 acres on the farm and nursery have been planted with fruit trees and bushes, strawberry plants, asparagus and market garden crops.

34. There were seven labourers' cottages on the estate, mostly in a ruinous condition. These have been repaired, renovated and tenanted. Seven additional ones have been built, and six more are about to be built. Cottages on the estate.

35. Twenty-one small holdings have been laid out; each consists of a five-roomed cottage, set of outbuildings and 5 acres of land. The whole is securely fenced and divided by fences from its neighbours. Two acres of each holding were cultivated, manured, surrounded by wire netting to exclude rabbits, and planted with fruit trees and bushes before occupation. The remaining 3 acres on each holding are in some cases grass, and in others now carrying a good crop of wheat or oats. A 7-acre field, in a central position with a main road frontage, is reserved for the holders as a playing field, and, upon this field, it is contemplated building a hall for social and business meetings, school-house, etc. Small holdings at Mayland.

36. The total expenditure on the small holdings section, inclusive of road making, has been capitalised, and an interest of $4\frac{1}{2}$ per cent. on the whole becomes the rent which the holders have to pay. This works out at from £29 to £32 each holding per year. They are let on a yearly tenancy for the first three years, after which time approved tenants will be granted a life lease at the same rental.

37. All the holdings are tenanted, the occupiers having been in possession from about eight months to a few weeks. With two or three exceptions, they are without previous experience, being drawn from various trades and occupations in town. One of the conditions of tenancy is that the holder shall be in possession of at least £100 capital with which to stock his little farm, and provide a living for his family whilst waiting for crops. The holdings are laid out with a view to the produce being marketed co-operatively. Part of the holding is left for individuality to express itself, but the remainder on every holding is planted with identical crops, so as to facilitate sowing, harvesting and selling.

38. Fruit growing and *petite culture* is regarded as the ultimate goal of the holders, assisted by poultry, bee, and pig keeping; but, as several years must elapse before anything approaching a full return is obtained from fruit, etc., the interval has to be bridged over by something which will give a speedier return, and this is being attempted by general market garden crops. Expert advice is freely at the disposal of the tenants.

39. Part of the land on the nursery was laid out during the winter of 1905-6 (one year before the land of the holdings was planted) with apples, plums, black currants, gooseberries, strawberries, and asparagus; and, during the following summer, such crops as tomatoes and cucumbers, marrows, runner beans, cauliflowers, lettuces, and other general market garden crops were grown. Very good results were obtained, the tomatoes giving a gross return of £100 per acre.

40. This year the fruit trees and bushes are showing plenty of healthy clean growth, apples and plums show a very fair crop of fruit, gooseberries have yielded well, strawberries have given an excellent crop, and black currants a remarkably fine crop of very choice fruit. The currants and strawberries were amongst the earliest on the market. The asparagus looks well and strong, and it is hoped that cutting may be commenced next spring. As these crops are the same as will be grown on the holdings, the prospects are distinctly encouraging, it the first year or two of preparatory work is successfully passed.

41. The French garden was laid out especially with the view of being a centre of instruction and an object-lesson to the small holders. This method of cultivation, which is highly intensive, appears to be particularly well-suited to their requirements. Heavy and continuous crops are obtained from a small area, and once the garden is fairly established, say in about three years, the natural soil is Prospects of the fruit crops, etc., at Mayland.

42. The French garden was laid out especially with the view of being a centre of instruction and an object-lesson to the small holders. This method of cultivation, which is highly intensive, appears to be particularly well-suited to their requirements. Heavy and continuous crops are obtained from a small area, and once the garden is fairly established, say in about three years, the natural soil is

of no importance, as the operations are conducted entirely with soil produced from well-decayed powdery manure; but, until there is a sufficient quantity of this, really good results must not be expected. This decayed stuff is then the only soil used, and the vegetables thrive in it; the plants are earlier, there is little or no damping off in the winter and spring, and the work is easier and quicker. Of course, experience is very necessary, as this work consists of attention to a multitude of details.

42. A commencement upon the French garden at Mayland was made on February 5th this year (about a month later than is advisable). At the present time (July 9th), from one piece of ground four distinct crops have already been gathered and sold at very good prices; others are now occupying the same space and are well on the way, so that it seems probable that six or seven crops can be gathered from one piece of ground in one season, and each crop a full one of the highest excellence. On another portion of the ground in the same garden large quantities of melons are now ripening. A few have already been marketed and have realised good prices. This French garden produce from Essex has been said by experienced men in the market to compare very favourably with similar produce from France. Considering the unfavourable season we have had, this should at once dispose of any doubt as to the suitability of soil and climate for this culture. It is intended to make this French gardening permanent, and to this end the area will be considerably extended during the coming autumn.

43. Arrangements have been made for the holders to commence operations in this method of gardening during the coming season. The French experts will give lessons and demonstrations as often as is necessary. It is not to be expected that success will be attained at once, but, judging from the way in which several of the holders, though previously quite inexperienced, have so far managed, it is probable that, in the course of a few seasons, they will become fairly proficient.

44. Every holder is entirely independent, and takes the whole proceeds of his labour, but, wherever possible, co-operative working is encouraged. Manures, implements, seeds, groceries, and any materials needed in common are purchased jointly, and better terms are thus secured. Produce of all kinds is gathered together and despatched in bulk to markets or private consumers. A co-operative store is in active operation, in which each holder has five £1 shares. Weekly meetings are held for business purposes, and for the discussion of any matters in which the holders are interested; there are very few absentees from these meetings.

45. A lending library is in course of formation. When the hall which it is proposed to erect on the playing field is available, it is expected that accommodation will be provided for store, library, reading room, games, concerts, schoolroom and packing room.

46. The formation of a credit bank is contemplated, and it is hoped to have this in active operation very shortly.

47. Very little can yet be said as regards results. The experiment is only just commenced, and any attempt to generalise regarding success or failure is premature. A fair number of eggs and poultry have been sold. Numerous litters of pigs have been bred and some sold, and at the present time vegetables of various kinds are being marketed in small quantities. The crops which are being depended upon as the mainstay for the first season, viz., tomatoes and cucumbers, are not very promising at the moment. Fine bright weather is essential for the success of both these crops; the average for the past twelve years in this district has been very favourable, and it was considered fairly safe to depend upon them for this season. Contrary to expectation, as everyone knows, this summer so far has been conspicuous by its absence. Cold, wind, rain and lack of sunshine have been the prevailing features all over the country, and of these we have had our share. Ridge cucumbers seem likely to be a complete failure, and tomatoes are very backward. If we speedily have some bright warm weather, there is still time to get a fair crop, but if the present weather conditions continue, the returns will be very meagre.

48. In these circumstances, the credit bank will prove invaluable, and next season it is hoped that we shall not be quite so sensitive to weather conditions.

49. The effect on the health of the holders and their wives and children has been remarkably good. Some few of the women have complained of the "loneliness," but that feeling appears to be passing away, and, as social intercourse becomes better organised, will probably entirely disappear. All the children are bright and cheerful, and have no doubt benefited considerably by the change from town life. The men work well and have taken kindly to the life. Less is heard now of aching backs, and it is evident that if the next few years can be passed successfully, a new class of British yeoman is in process of formation.

80115. (Chairman.) Have you had any special experience in connection with labour farms or colonies?—I was at Hollesley Bay for eight or nine months.

80116. Had you any experience before that?—Not before that, except with the small holdings at Mayland.

80117. Your classification of the men who come to labour colonies is made from that experience of eight months or so?—From observation only, and that experience of eight months at Hollesley Bay, my observation at Fambridge and the little notes I took at Laindon. I have no figures, but a general close observation.

80118. Twenty-five per cent. good, and 50 per cent. inefficient and slow. I suppose a certain proportion of those were capable of improvement?—I think a large proportion would be capable of improvement with proper supervision. I think a good proportion of that 50 per cent. was due to the lack of proper oversight and supervision.

80119. I suppose a considerable portion of those 25 per cent. had rather come down in the social scale?—I think so, there would be many good men who had been unfortunate.

80120. Then there is the last 25 per cent. that is bad. Conditions As I understand it, the Hollesley Bay experiment was really a philanthropic experiment in the first instance?—Not at all. The Hollesley Bay estate was purchased, I believe, by Mr. Fels, and immediately offered to the London Central Unemployed Body, and they took it in hand for an unemployed colony. There is nothing philanthropic about it, except as a public experiment.

80121. Would it not come under the head of philanthropy?—It comes under the head of one of the ordinary labour colonies worked by one of the Government institutions, if you can call that philanthropic.

80122. The experiment was not made for the purpose of making money, but to try and see whether these persons could be utilised and, after going through a course of training, be made useful members of society?—That is so, but still I do not quite understand the way you apply the word "philanthropic." A certain piece of land was offered to the London Central Unemployed Body for any use they chose to put it to with regard to the unemployed, and they chose to send a number of unemployed persons there under certain conditions as an ordinary farm colony.

80123. As I understand it, it was not a question of the purchase of this, Mr. Fels put this at the disposal of the Central Committee?—That is so, without rent for three years, to experiment with.

80124. Surely that is philanthropy, is it not? I think it was very generous of Mr. Fels. It was not what I call a business operation?—That was the only philanthropy about it, other than that it was a public experiment. I wanted to be quite clear upon that point.

80125. You had a good deal to do with the laying out of the land in order to convert what was before only pastoral or ordinary agricultural land into garden land?—Some of it. What I was really called there for was by the fact that the colony at that time was not working satisfactorily. The expenses and income were too far apart, and I was called in to endeavour to obtain a more satisfactory result.

80126. Your object rather was to try and devise some method of cultivation or horticulture which would increase the amount of employment required?—To increase the amount of employment, and raise more valuable products. One of the reasons, at any rate, for the indifferent result financially was that they were so far away from the railway, and when men raise cabbages and potatoes and have to cart them 8 miles to a station

Mr. Thomas
Smith.

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Witness's
experience

of tenure
of Hollesley
Bay.

Unsatis-
factory
results of
Hollesley
Bay
experiment
in 1906.

- Mr. Thomas Smith.* to get them on to a market, and go practically 20 miles to a market town like Ipswich, which they did, it does not require deep thinking to see that the things were being raised at a loss. My idea was to raise quite a different class of products in order to make the carriage and handling proportionately less expensive.
80127. How long was the experiment going on before you reorganised it?—I cannot say accurately, but probably about eighteen months.
80128. It was all that time, I suppose, in the possession of the central committee?—All that time.
- Effects of Hollisley Bay on men employed there.* 80129. I have been down there, and over the whole of it, and I think other members of the Commission have as well. The results, I understand, are satisfactory so far as the health and physique of the persons coming down is concerned, and that their conduct generally has been good, with one exception?—That is so.
80130. Their physique has been very much improved?—Yes.
80131. The attempt, judging by a limited inspection, has been successful in making the colony self-sustaining in the sense that all the works and all the repairs, and things of that kind, are done by people in the place?—That is so.
- Good management at Hollisley Bay.* 80132. Was that possible because there were on the place trained men, or were the men taught to do painting and things of that sort?—It was possible in the first place because they had a good capable man as works' manager. He had several employed men under him and he gradually found that certain of the unemployed men who came on to the colony were suited to his requirements and he drafted first one and then another in as he wanted them, and some, I believe, he has retained in permanent employ and given them ordinary wages: that is, they have got back into the ranks of the employed again through that.
- Cottages at Hollisley Bay.* 80133. Mr. Smart is coming up and will go more into detail. Was not part of the scheme to build cottages with certain gardens attached to them into which persons should be put?—That is so.
80134. Was that part of your scheme?—It was embraced in my scheme, and twelve cottages were built before I went there, but they had done nothing with them.
80135. Mr. Fels built the cottages?—Mr. Fels, I believe, advanced the money to build the cottages. The cottages were there and they seemed lost as to what to do with them when they got them.
80136. May I ask what were the terms. Mr. Fels kindly spent this money on the property, and then handed it over free of rent to the central committee?—That is so, with the proviso that if they thought it worth their while to continue the experiment at the end of three years they should pay him the purchase price; if not, they should hand the property back to him at the end of the three years.
80137. Do you know at all what the financial result of the new system is at Hollisley Bay?—It was never carried out. You will notice I say we only got a certain distance with it when I resigned because the Local Government Board would not permit us to go on with it.
- The Mayland Estate.* 80138. There were two separate pieces of work in which you were engaged, one is you laid out Hollisley Bay for the new experiment, and the second is that you are now managing Nipsell's Dairy Farm at Mayland: is that right?—At Mayland I am managing the estate for Mr. Fels, where we have a number of small holdings. We have twenty-one small holdings, a farm, a nursery, a French garden, and some hothouses.
- Refusal of Local Government Board to allow small-holding experiment at Hollisley Bay.* 80139. The Local Government Board declined to continue to allow the experiment at Hollisley Bay, but it is still going on?—The experiment which is going on is simply allowing men to go into Hollisley Bay, Labour Colony for relief work for a matter of four months, and then turning them adrift on the streets of London again. That was the kind of thing that we thought was not a wise thing to do. The scheme which was rejected was to select the best men from those who came into the colony and draft them on to the land and keep them on the land permanently by a system of selection, but although the Working Colonies Committee of the Central Body approved of that, the Local Government Board refused to find funds to carry it out.
80140. Funds which would have been spent in putting up buildings?—Funds to do any portion of the work. When you were round there I dare say you noticed a lot of land had been broken up and planted with fruit trees. That was entirely opposed by the Local Government Board although it was done before their rejection of the scheme took place. That was really included in the scheme which they rejected, but as fruit trees cannot be planted at any portion of the year, and as their decision was deferred rather long, it was thought wise to proceed with that part before we actually got their sanction.
80141. The present scheme, as I understand it, is that a certain number of persons come down for sixteen weeks, and I think that they come down without their families, and there are a certain number of persons with their families in cottages there?—There are twelve cottages only: the scheme was for 100 cottages to start with. We could have gone very much further than that and made them self-supporting.
80142. That is the part of the scheme which the Local Government Board have declined?—That is one part of it. There were several other portions of the scheme which they rejected, but that is one part.
80143. There is a large college there: would these persons who would have cultivated the land there have been in separate cottages or would they have been in the college?—In separate cottages so as to make the man a self-supporting man, so as to get him out of leading strings.
80144. All that remains of the original idea is that a certain number of men go down and work for sixteen weeks?—That is so.
- Present condition of Hollisley Bay colony.* 80145. All the development of the estate, and the establishment of a large number of separate cottagers, whom you hoped would be self-supporting, is swept off?—As a matter of fact they might just as well be breaking stones. They produce large quantities of very good vegetables, but at a loss—naturally at a loss; they cannot help it under the present system. They might just as well be breaking stones; it is simply a large relief yard; and the Local Government Board decline to allow any alteration of that system.
80146. Now we come to the other experiment which is entirely under Mr. Fels' control?—That is so.
80147. This, I suppose, rather developed the idea which you wanted to give effect to at Hollisley Bay, if you had been allowed to?—Not quite; because at Hollisley Bay the men were unemployed; at Mayland the men are free, better class working men who have saved sufficient money to afford capital to carry them through. These are not men who are being relieved at all.
- Status of small-holders at Mayland.* 80148. This really is just a little outside our subject, but it would bear relation to it in a sense; you would contend that if this was successful it might arrest the depopulation of the rural districts and perhaps cause people to flock back to the rural districts in order to earn a livelihood there?—Undoubtedly that is the intention. It is perhaps also the intention that it might put a little more courage in the authorities; if they saw it could succeed in one place it might possibly succeed with the unemployed. In fact we have in our little experiment two of the unemployed from Hollisley Bay amongst them, and they are beginning very well indeed.
- Possibilities of Mayland experiment.* 80149. What as?—As small holders running their own little farms; we have taken two of the Hollisley Bay men in, and they are doing remarkably well.
80150. You tell us a great deal here which I should like to supplement by one or two questions. This property was bought in a neglected state. How many small holdings have you been able to create on it?—Twenty-one.
- Progress and results at Mayland.* 80151. So far as you know everything is going on well?—I think so. Of course we have only been in existence about eight months.
80152. Has it been a bad season?—We do a wide assortment of different things; for farming we have had a very good season; for ordinary common market garden things it has not been a bad season, nor for fruit-growing; but for special things, such as tomatoes and

cucumbers, it has been very bad. As a matter of fact we had no summer till about September. The weather was very cold and dull and gloomy, and for tender things like tomatoes of course it was quite unsuitable.

80153. Have you had much difficulty in making arrangements for getting these things to a market?—No difficulty whatever; but we have a difficulty in getting good prices.

80154. What market do they go to?—We practically send them all over England. A large quantity goes to Stratford and Covent Garden, but we send as far north as to Glasgow, Manchester, Leeds, Bradford, Hull, and many other places.

conduct and
work of
small-holders
at Mayland.

80155. As to the conduct and work of the occupants, have they worked well during the eight months?—Fairly; taking the whole number I should say they work quite well. There are one or two exceptions, which is only to be expected from the first gathering together of twenty-one men; on the whole they work very well.

principle on
which the
occupants
were
elected.

80156. How did you select them?—I intended using a lot of discretion and judgment in selecting them; but as a matter of fact one condition was made which is that each man should have £100 to carry him through, and that was really the factor which selected them, because there are very few working men with that amount of capital. Provided there was nothing really against him the £100 was the selecting factor. I dare say we got close upon 1,000 applications for those small holdings without any direct advertisement. How many we could have got if we had tried to get applications it is difficult to say. I cannot, of course, say how many of those applicants would have been eligible but in the early days of selecting them I was very glad to get the number who had £100. It seemed rather a difficult thing to get working men with £100.

80157. They have all got their £100?—They had when they started, except the two we took in from Hollesley Bay, and I think there were two others who were helped a little.

80158. A working man with £100 I should say was a rather superior working man; you must have got rather the pick of the men who wanted to settle?—It does not follow that you get most suitable men; because a man has got £100 he is not therefore the best man for the land. A man may be a very much better man who has not got the money than the man who has got it. That is my experience. Because a man scrapes £100 together it does not follow he is going to make a good cultivator of the land or a good small holder.

80159. Assuming he is a working man it shows that the toil of his hands has been successful?—It might have been the toil of his head.

80160. That is just as good is it not?—No, it is a different thing; it might have been from some grasping and unscrupulous doings that he got that £100. It might have been from many other things than actual hard honest work.

Status of
occupants at
Mayland.

80161. Are the men who came in of the labouring classes?—We have one ex-schoolmaster, and two or three ex-mechanics. There seems to be a general assortment of trades and businesses amongst them. There is a book-keeper.

Credit bank
at Mayland.

80162. Then there is a credit bank; how is that credit bank managed?—We have arranged all in connection with the credit bank, but so far nobody has wanted any credit. We are prepared to lend any of our members some money when they want it, but they have not wanted any so far from the credit bank. There is a central organisation in London who are prepared to advance us certain sums at about 4 per cent., and we would then lend them out again to the members at 5 per cent., that 1 per cent. difference would cover all the expenses. If one of the members borrows the money the whole of the rest of the members have to be responsible for it.

80163. Do they pay their way?—They have paid their way up to the present fairly well.

80164. Do they pay their rent monthly?—Quarterly.

80165. They have paid their rent so far well?—Yes.

80166. It is an interesting experiment, and we shall watch it very closely, but it deals with a class above the class whose case we are investigating?—I have no doubt there will be something come from it that will be of service. Mr. Thomas Smith.
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80167. (*Bishop of Ross.*) Do you think some of those who have got these holdings have small incomes or occupants. pensions?—None of them; I do not think anyone has.

80168. The retired schoolmaster or retired tradesmen are not men who merely want a residence and would have to live somewhere, and have come to this place as a residence to have a little try at this gardening?—There is one man only now I come to think of it whom I am suspicious of under that head, and I have given notice to quit.

80169. Otherwise they propose to make their living by the small holding?—Most decidedly. I do not think there is an exception to that except in the case of the one man who is leaving us.

80170. Those who have not already had any dealing with the land will have some difficulty in getting the highly specialised knowledge necessary for intensive agriculture?—Yes.

80171. The knowledge is highly specialised, is it not?—That is so. Intensive agriculture.

80172. There is considerable difficulty for tradesmen, clerks and others to get the knowledge necessary to work an ordinary farm?—Yes.

80173. Of course, the difficulty will be increased very much in getting the knowledge necessary to work on intensive lines?—I think it is rather simplified because the work lies in a small compass, and it is work which appeals more to a man's brains than his hands, and a man from town is as a rule rather keener of perception; it is not so difficult to teach him intensive agriculture as it is extensive.

80174. It requires constant attention?—That is so.

80175. Attention to detail?—Really the whole thing is a mass of detail.

80176. If the smallest detail is neglected the whole thing goes wrong?—Yes.

80177. If you get that constant attention to detail, you think you can make something of the men?—They are shaping very well indeed so far.

80178. Without that attention it is a failure?—Of course, it is not all intensive work. We have had a lot of what you may call broad-acre work as well, and taking it all round, considering that some of them were totally ignorant, they have made a very good attempt.

80179. You had been growing tomatoes, have you been growing them in the open air?—Yes.

80180. No glass?—Although this season has been a very bad season for that class of work, we have sent away I should think off the holdings alone an average to each holder of perhaps a ton and a half. They have had no glass, but on Mr. Fels' market garden we have seven greenhouses.

80181. I did not think the climate of Essex could produce tomatoes, especially in a district like this?—Many people think not, but that is a mistake, because I have been growing them there for twelve years.

80182. (*Professor Smart.*) Do you say the quality of the work done at Hollesley Bay under expert guidance is quite as good as that of the ordinary farm labour? You say the reason why the financial results were not better, as I understand, are: First, because expert guidance has to be paid for; and, secondly, that it is all hand labour?—No, I do not say the first. Reason why Hollesley Bay work did not pay.

80183. The expert guidance has to be paid for?—I do not think I put it that way. Naturally expert guidance has to be paid for. I do not think I quite said that that was the reason why it did not pay. The reason why it did not pay was because it was so far distant from a railway station.

80184. I understood you to say the work was as good?—I do say that.

80185. The question was put: Why was not the result as good as to an ordinary farmer; your answer would be that the expert guidance would have to be paid for?—I

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Smith.

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Reason why
Hollesley
Bay work
did not pay.

did not say that. I say the reason why the results were not so good were: First, the distance from the station, and secondly, that the men did not work up to their power owing to lack of proper supervision. Expert guidance would pay for itself in so far as it would produce more work out of the men.

80186. With regard to the second objection, you object to the hand labour?—In this period of improved machinery and all that, I say that if you could cultivate double or treble the area with the same number of men, mingling with their labour mechanical labour or horse labour, that you could thereby get three or four times the amount of crops from the same number of men employed.

80187. Their object was to get a large number of men on one of the few colonies they had?—The extent of the colony is so large that it would not affect the number of men by extending the area of cultivation. There is a vast area still untouched, and you could cultivate four times the amount of land by the same number of men, without reducing the number.

80188. The proposals you made to the Local Government Board were: intensive cultivation, more costly products grown under glass, bulb growing, establishment of nurseries, and so on, and more and more constant supervision and guidance. You proposed all those things and they were all rejected?—That is so.

80189. To pass to your other experiments, two of your men came from Hollesley Bay?—Yes.

80190. Did you exact the £100 requirement from them?—No, we are financing those two.

80191. You say that from the French garden between February 5th and April 9th four distinct crops have already been gathered, and sold at good prices, others are now occupying the same place and are well on the way, so that it seems probable that six or seven crops can be gathered from one piece of ground in one season. Could you tell us what those crops were?—Four distinct crops were cultivated before that date. If you want to be very precise, on July 9th we had got the sixth crop on the ground. The first crop was radishes, the second was lettuces, the third carrots, the fourth cauliflowers, the fifth radishes, and the sixth celery. By July 9th, although the celery had not then been gathered, all the other five had been taken off the one piece of ground.

80192. (Bishop of Ross.) They were grown simultaneously, or almost simultaneously?—They were grown in this fashion: a hot bed was prepared, and on the prepared bed radish seed and carrot seed are sown simultaneously, the seed is covered up, and on the top of that are pricked out lettuces, so that you have at once got three crops growing; the lettuces are developing and the radishes coming up, and in three weeks from sowing we were selling the first radishes. Before the lettuces are large the radishes are up and away. Very soon after the radishes have gone the lettuces begin to fill up the whole space. These are not half crops, I want you clearly to understand; we did not get half crops, the crops were touching each other each time. The lettuces expanded so that they were touching each other over the whole bed. As soon as they were ready to commence cutting, which would be perhaps six weeks after planting, cauliflowers were pricked out in the bed between them, just small plants pricked in between the lettuces. When the lettuces were got away one saw all over the bed fine carrot plants which looked as though they were not worth much; they had been up to that time smothered by the lettuces. No sooner were the lettuces removed than the carrots gained strength, and in a very short time they filled the whole bed, and you could see nothing but one mass of carrots with a cauliflower tucked in here and there. This was under glass frames on hot beds, not in the open. By that time we had got to weather which was sufficiently mild for us to move the frames and to put them on something else. We put them in another part and grew melons under them. The carrots and cauliflowers were then in the open and presently those were pulled and sent to market. Carrots were sent to market in April and the cauliflowers in May, and immediately the carrots and cauliflowers were got off, which made the fourth crop, the soil was turned over and sown down again, some with one crop and some with another, say with radishes. We had been raising celery plants in another place which were planted out on the bed the radishes were sown

in. That gave the sixth crop. On July 9th we had already sold five crops, and the sixth crop was in evidence.

80193. (Professor Smart.) I see your small holders grow wheat?—Yes.

80194. Is that not rather a dangerous crop for small holders to grow?—Not at all. You have to take the facts. Each small holder has five acres of land. Two acres we prepared and planted with fruit; and as to the other three acres, perhaps when the cottage was not finished and no holder was coming along, the three acres had been ploughed, and was prepared for something to go in, but if we had left it it would have got full of weeds; in order that it should be doing something useful, when the proper seeding time came I sowed wheat or oats according to the time; when the small holder came along I charged him with the seeding; it seemed to me a much wiser thing to sow a crop in the ground for that man than to let it get full of weeds for want of a crop. Next season he will do what he pleases with those extra three acres.

80195. I was only on the question of small holders growing wheat at a profit?—I want you to look at the facts; the fact of the matter is we prepared two out of the five acres for market gardens and fruit trees, leaving three acres for the man to use his individuality upon. The land has to be prepared some time before the house is ready for the individual to come into it. The extra three acres being ready for a crop, and there being no man to handle it, and choose what to do with it, I filled the land up with wheat or oats, so that it should be doing something other than growing weeds. When the man came along I charged him with the cost of putting the wheat or oats in; and I do not know that they have done so very badly. Wheat is up to 40s. a quarter, so it has not turned out quite so bad as it might.

80196. You could not foresee that when you wrote this paper?—When I wrote that paper I simply stated the facts; and whether it had brought 40s. or 20s. the fact still was that the wheat was there for the reasons that I have stated. I put it there simply to fill up the ground.

80197. The crops you depended upon for a first season are rather risky crops, such as tomatoes?—That is so.

80198. Would it be safe for a small holder to risk his small funds on such crops?—I thought it was the best thing for him to risk it, because the holdings are laid out principally for fruit-growing, and fruit-growing needs a considerable amount of waiting for, and whilst we are waiting for the fruit we want something to get a living out of. I have no faith in a small holder growing common vegetables for a living. I have no faith in him growing wheat or oats for a living; but in order to bridge over the interval I wanted something to bring a better return. Now whilst I admit that tomato growing is a risky crop, none the less I have grown tomatoes for twelve consecutive years in Essex, and have only had one really bad season out of the twelve; therefore I thought the percentage of probabilities was in our favour. Unfortunately we have had a bad season, but we have not had a collapse, and we have still got something out of them; I daresay more than if we had grown cabbages.

80199. It seems to me that a hundred small holders with you as expert adviser would work very well; but is not expert knowledge such as you give them everything? Could you trust a small holder to carry out any such plan?—Most decidedly, after he had had a certain amount of tuition, and there are surely people to advise in the country. If you took a hundred of the best men from Hollesley Bay, men who had been selected during the first four months as being likely men, and passed along after another period to better jobs until you finally got the cream of the lot, and put them on holdings, those men would have had a training before they got into those holdings; and a supervisor would find material to his hand already trained and proved to be intelligent, hard-working and suitable to the purpose; and it would not be at all a difficult matter for the supervisor to put them in the way of earning their own living.

80200. Is not the essence of your scheme that these small holdings should be co-operative?—Not necessarily, but it naturally follows that if a number of men together are growing the same kind of crops it would cause a tremendous amount of confusion unless they did work

Crops on
small
holdings.

Training of
small holders.

Advantage of
co-operation
on small
holdings.

Mayland
estate.

Crops from
French
garden at
Mayland.

co-operatively. There would be such cut-throat competition amongst them that it is a natural and proper thing that they should co-operate.

80201. Your conclusion is apparently that a holding of five acres should support a family if it is cultivated in the proper way?—According to the class of crop that is put in, a holding of considerably less than five acres will support a family.

80202. But it must be done on the principle you have laid down, very highly skilled labour and very costly crops?—Not at all. It does not need very highly skilled labour and very costly crops on 5 acres. If a man were making his living off half of 5 acres of course he would need to be more highly skilled.

80203. You think it can be done on five acres?—I would like you to understand that supposing a man only grew such ordinary things as black currants and strawberries, and things of that kind which it does not require a very high degree of skill to grow from five acres he would make a very good living. You might take it roughly that he would average about £40 an acre from them when they got in good bearing.

80204. (Mr. Gardiner.) I understand you are not satisfied with the present position of things at Hollesley Bay?—I am not.

80205. What use would you make of Hollesley Bay in the future?—I would make the use that I have suggested in this paper: give the men a chance of getting back on to the land permanently, instead of sending them back to London.

80206. Assuming that the Local Government Board had ruled that that was out of the question, what would you do with it?—Wash my hands of it. I would have nothing to do with it under present conditions. I do not see that you can do anything.

80207. You would not like it used as a place for training men?—You cannot train men in four months. It is out of the question to train men in four months, it takes years to train a man on the land.

80208. You think the thing is perfectly futile if you adhere to the four months?—I do. I do not think you can do anything at all. I do not say that without con-

sideration. I think you might as well have a stone-breaking yard as have the men there for four months only, except that it is healthy, and a nice holiday for them. Mr. Thomas Smith.
22 Oct., 1907.

80209. So, on your point of view, you would abandon it?—That is so, under those conditions.

80210. You have not any information to give us from your previous experience as to what the real value of the town-bred man is in an experiment such as that you are agriculturists, trying?—That is just the trial we are on now.

80211. How many men of those are town-bred?—They are all of them town-bred.

80212. You have not a single countryman?—We have two who make some sort of profession to be gardeners; they are both hybrid, I would not call them countrymen.

80213. What do you mean by that?—They are town countrymen.

80214. Grown in the suburbs?—Yes; I do not think either are real countrymen.

80215. So that practically all your men are town-bred?—I should say so.

80216. Supposing any experiment were made to train men for the land, would you insist on having countrymen, or would you have town men?—I would have any who came along who were intelligent. Intelligence and a will to work, I think, is all that is necessary.

80217. You have no views as to relative fitness?—I have found the less a man knows with regard to the land, provided he is intelligent, the more easy he is to get along with. You can teach him better if his mind is a blank with regard to cultivation of the ground than if he thinks he knows and is mistaken.

80218. (Mrs. Bosanquet.) Does this intensive cultivation afford suitable work for women and children?—In this particular class of cultivation women and children are absolutely necessary for picking, bunching and packing. Work of women and children in intensive cultivation.

80219. It is really a family industry?—It is.

80220. It would keep the families together, and employ them all?—Yes. Women and children have to take part in it.

ONE HUNDRED AND TWENTY-SEVENTH DAY.

Monday, 28th October, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (Chairman).
The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. C. S. LOCH.

Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (Secretary).
Mr. J. JEFFREY (Assistant Secretary).

Mr. FRANCIS WOOD, M.Inst.C.E., called; and Examined.

80221. (Chairman.) You are the borough engineer of Fulham, I think?—Yes.

80222. I think you have been good enough to prepare a Statement for us in reference to distress due to unemployment which, if you will hand it in, we will accept as your evidence-in-chief?—Yes. (The Witness handed in the following Statement.)

EXTENT OF DISTRESS DUE TO UNEMPLOYMENT.

1. The number of persons affected, 1,344; the class, artisans and labourers; the character of persons affected, principally unskilled.

CAUSE OF DISTRESS DUE TO UNEMPLOYMENT.

2. Unemployment is caused by slackness in building trade.

REMEDIES FOR DISTRESS DUE TO UNEMPLOYMENT.

3. Special Work provided by Municipalities prior to the Unemployed Workmen Act.—A municipality should carry its work out as economically as possible, and not have the slightest regard to the state of the labour market in any shape or form. It is a business concern, and its works should be carried out on business lines. No private contractor carrying out work for a borough would engage more labour than it required to carry out the work at the lowest possible cost, and, to gain that end, would only employ those persons who had experience in the work or demonstrated their fitness for the work that had to be performed. Mr. Francis Wood.
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4. There is a popular idea that a municipality should provide work, and I have many unemployed applicants

Possibilities of small holdings.

Hollesley Bay, its usefulness under present conditions.

Unemployment in Fulham, its extent and cause.

Mr. Francis Wood.

28 Oct., 1907.

Popular idea as to provision of work by municipality.

Reforms desirable in system of municipal employment.

Cost of work-house relief.

Results of provision of work for unemployed by municipalities.

who grumble very much that, although they have lived in the borough for a number of years and have paid rates, the borough does not provide work or put work in hand for them. This is not particular to London. Others come (sometimes the wives) and beg for work, that they have been out of employment for some time, have a large family and don't know where to look for a mouthful of bread, if they don't get it it means the workhouse. They regard the workhouse as a disgrace to them—they come to me as a sort of last resource.

5. When I first came to London (about six years ago) I suggested that if younger men were employed as scavengers, a greater efficiency would result, as the work would be done equally well with a reduction in the number of men by 25 per cent.; but this was not favourably received, and for the following apparently substantial reasons:—Each person dealt with at the workhouse costs about 15s. per week, and as the man employed as a scavenger had probably a wife or another dependent, then unless they were so employed they would go to the workhouse, where it would cost the ratepayers 30s. per week, and not receive anything in return. But as a scavenger the cost to the ratepayers would be 27s. per week, and the streets would be kept in clean condition.

6. I, however, maintain the position I took up that the municipality should not consider the question from any point of view than efficiency combined with economy. Whereas I employed at that time about 112 men, only seventy-six are now employed—doing the same work with even better results and at the same pay. This is a saving to the council of nearly a 1d. rate. I do not find that the poor rate has increased at all in consequence.

7. There is the argument, also, that whereas the old man and his wife are only two persons, the young man and his wife may have a family of young children to maintain.

8. The cost of workhouse relief is very heavy—I notice the average cost per pauper per annum of all classes in 1903-4 is £34 per head (taken from "London County Council Statistical Report," Vol. IX., 1906, pp. 36 and 40), so that the cost of indoor paupers will be quite 15s. per week.* In my enquiries respecting housing of the working classes, I found that at the Guinness Trust Buildings no person (or family) was allowed to occupy the flats if he earned more than 19s. per week on the average. If this is the case, then workhouse relief should be much cheaper than 15s. per week, it ought to be under 10s.; then the argument of those who are in favour of finding men work because it is cheaper than sending men to the workhouse would be gone and able and capable men employed.

9. The work to be done by local authorities is provided for in their estimates, and consists of road making, sewer-ing, sewage disposal works, tramways, water and gas-works, parks, cemeteries, etc. So far as it is possible, it is so arranged that the work of maintenance is performed by men employed throughout the whole of the year. If, therefore, work is found for the unemployed, it either dislocates these permanent hands or lessens the amount of work they would otherwise perform, to the loss of the community.

10. Then the class of work that is found for the unemployed is not suitable, and the cost is out of all proportion to the labour expended.

	Materials.	Labour.
Wood-paving maintenance (soft wood creosoted) - - -	9	1
Macadam removed, concrete foundation and soft wood paving -	4	1

11. Scarifying roads by machine costs about ½d. per square yard, cost by hand labour about 1½d.

12. Such works as buildings bring for the labouring class, as distinct from the mechanics, only about one-fifth to one-sixth of the total cost. From these figures it must be evident that local authorities, when they find work, not only find the cost of labour, but from nine times to an equal amount for materials in order that the work can be carried into effect. It is not fair to expect local authorities to do this unless the work is immediately required to be done, apart from the unemployed problem.

* Many a family lives in the country in some comfort on this sum. I have recently heard that in Los Angeles, U.S.A., a person (whether native or foreigner) who applies for relief is set to work at the cultivation of the necessities of life to such an extent that the ratepayers do not contribute to any appreciable extent; that there are no workhouses—what are known as country homes are spread about the country.

13. There would be few local authorities that could find work where the amount to be spent would be entirely on wages for workmen of the labouring class. Only such work as levelling sewage disposal areas, drainage works, etc., i.e., the re-drainage of a town, would be work of a suitable character. But sewage disposal areas are usually chosen where they are level, and would require but little labour to bring them to a proper condition. Water reservoirs are essentially works that have much labour in comparison with the material.

14. Perhaps if the Government were to send engineers into the Welsh hills, and find suitable gathering grounds for the collection of water, and applicable to certain cities and towns, e.g., London, then the work of construction could be put in hand and carried out at such times of stress, and in such manner, that the cities or towns could take them over, as and when required, at a price to be fixed or at a charge for the water, the excess, if any, being borne by the State.

15. *The Unemployed Workmen Act, 1905.* *Distress Committees.*—Two years ago in Fulham, 2,478 were registered at the labour bureau, but last year only 1,344 were registered. It is, generally, the opinion that the unemployed were quite as numerous last year as the year before. Only 45 per cent. of the cases were investigated and 6 per cent. found employment. This is as it applies to Fulham. When the same is applied to London generally, 70 per cent. were investigated, and 7·7 per cent. were found employment.

16. Then the cost of investigation, etc., is £2 8s. 6d. for each man employed, and he will only receive about £20 in wages, reckoned at sixteen weeks, forty-two and a half hours per week at 7d. per hour.

17. It is evident that the men think that they can do better by their own efforts, but there are some who will make no effort, and these will register. It is a striking fact that the numbers, so far as Fulham is concerned, have dropped 50 per cent.

18. Then the class of man that applies is not to be taken entirely from the description he gives of himself. Every man who applies knows, or soon gets to know, that the chances are he will receive greater or quicker consideration if he is classed as a labourer, and it comes about that, whether they are labourers or mechanics, they come under the class of labourers. Men also state that "they are willing to do anything," which, from the point of view of the employer, is not in any way satisfactory.

19. A labourer is as skilled as the mechanic in his own particular line. There is the navvy—he is quite a class by himself, and is generally found on large contracts, reservoirs, docks, railways, etc. He is accustomed to heavy spade work, and will move large quantities of materials without apparent effort. There is the brick-layer's labourer, who is accustomed to carrying bricks and mixing mortar; the gardener's labourer, who is used to light delving. Plasterers, carpenters, plumbers and other trades all have their following of labourers. But when unemployed these men are classed under the one heading and the work they perform can be more easily imagined than described. Distress committees cannot distinguish, and very few persons can until they are seen at work.

20. I have employed about 200 men at a cemetery—Small the whole of them have been taken from the list as approved by the distress committee. Many of them have been mechanics, but there was, throughout the time the job was in hand, the greatest difficulty to obtain skilled men—masons in particular—although a large number were known to be out of employment. Men were spoken to and asked to go and register themselves, and I managed to secure a sufficient number, but at the end of the sixteen weeks had to re-engage the same men because no others were available.

21. The reason they would not register was given that they objected to the inquisitorial remarks of the committee and investigators. I had a list of names, and on several occasions sent postcards informing men that work was available, but I could get neither reply nor men. I had eventually to send the foreman to look up the men at their houses. Some of them would be in work or hoped they would, or they would not go four miles out, or promised to turn up and did not. He managed to get sufficient to keep the work going. But it was most unsatisfactory and costly, and although we have put in hand work which gave work to all classes, bricklayers, masons,

Useful National water works.

Operation of Unemployed Workmen Act.

Applicants to Distress Committees.

Small number of skilled men applying to Distress Committee.

Objection to applying to Distress Committee.

Unatisfac-
tor opera-
tion of
Unemployed
Workmen
Act in
Fulham.

carpenters, plumbers, excavators, etc., and employed the men, as far as we were able, in accordance with a fair and reasonable construction of the terms. The Central Unemployed Fund Committee have declined to pay the whole of the money they promised to contribute by £200, although our labour bill is considerably more than it was estimated it would be before the job started.

22. We have done what no other body has done, and this is the manner in which we have been treated. It is not to be wondered at that the Fulham Council look upon the methods adopted as being in the highest degree unsatisfactory.

23. We had little difficulty with the men at the commencement of the job, but towards the end had the greatest difficulty to get them to work in as satisfactory a manner as had been the case when it was in full swing. I refer particularly to the labourers. I had little or no difficulty with the mechanics as a class, *i.e.*, no more than I would expect on an ordinary building job.

24. On the last portion of the work some twenty or thirty men were employed, and they were worse than any previously sent to me. I had no satisfactory manner of dealing with them. If I discharged them, probably the next lot would be as bad or worse; and so it would go on, until the cost of the job would have been out of all proportion to the estimate.

25. There ought to be some means of identifying the unemployable, the unfit, and the "won't works," and dealing with them in a manner that cannot be applied by a municipality under present circumstances.

26. As a result of the inability of the committees under the Act to obtain work for the men, the best men when out of work will not register, but will try to find work for themselves; the loafers, unemployables, etc., register, and the above is an illustration of how employers will become disgusted with the men sent by the distress committees. These men are satisfied if they get even a day or two at a job; the amount they receive enables them to jog along for some time, and they are indifferent whether, in return, they give good service for their wages or not. While work is provided for such men without the means of forcing work out of them, they will continue in this fashion.

27. If a municipality has work to perform of a remunerative or useful character, they can easily find the men to perform it—men who are out of employment—at any rate I have not found any difficulty, but I have found the difficulty of obtaining the men through the distress committee's list. Consequently I do not agree that work should be found for the unemployed, but, rather that the work should be found that requires labour—a distinction with a considerable difference.

Reasons
against pro-
viding work
for the
unemployed.

28. Suppose you find work for the unemployed, and use as an example what has been done recently (outdoor work and for the labouring classes, *i.e.*, digging and removing material). If you have men with trades at their hands and employ them, they are prevented from endeavouring even to follow their own trade, and this is to their eventual loss. If you provide work for the labouring class you ought also to find work for the skilled, and it is no answer that because some of them provide for themselves (through various benefits, etc.), that they should not be provided for with actual work in a proper scheme.

29. To find work is an encouragement to thriftlessness. If work is found for the labouring classes only, then the men who are thriftless in the other classes come down to the labouring class standard. Then there is the clerk, who does not receive as much in wages as the labourer, and the men who have through sickness, age, etc., been thrown out of employment and have been engaged in indoor work. If these are given the same work as labourers have to perform, the standard of work performed by the labourers is gradually brought to the level of the amount of work done by the clerk, and consequently the amount of work done is very materially lessened.

Labour
exchanges.

30. *Labour Bureaux.*—These should be maintained by employers and workmen, and all bureaux should be in touch with one another. To instal them without the co-operation of the employer and workmen is a mistake. Special facilities should be made to enable a man to go from one bureau to another. Here should be kept a record of those persons habitually unemployed—as distinct from those that have been casually employed.

31. *Trades Union Unemployed Benefit.*—I have noticed that few carpenters are out of employment or show themselves in want; on enquiry I found that they contributed to a trades union benefit and they received pay when out of employment from this fund.

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32. *Municipal Insurance.*—If trades unions can deal with their unemployed, it does not follow that it is possible to do so generally, because in a municipal insurance scheme only those who are likely to be unemployed would contribute. In a trades union scheme all men in permanent or casual employment would contribute; but an insurance scheme might be inaugurated in combination with some scheme of provision of work, *i.e.*, those that insured would have the first right to any Government-aided work such as afforestation, reclamation, etc., and in such work as small farms.

Trade Union
Unemployed
Benefit.
Municipal
Insurance.

33. *Unemployment in Fulham.*—This is always more apparent in winter than in summer—and is accounted for by the fact that the majority of the unemployed are in the building trades.

If there is a boom in a district, then the various mechanics interested in this work flock to that district and remain there when the boom is over, instead of returning whence they came. They try to obtain work or wait in hopes of the boom returning, and one can easily imagine their disinclination to leave when they have made homes for themselves, even though the building trade may be flourishing in another part of England. Another disadvantage is that a man receives a much higher wage in London than he does in the provinces, and he would not care to accept 8d. an hour 50 miles from London when the wage in London is 10½d. per hour. So that London is more likely to suffer than a provincial town.

80223. (*Chairman.*) You seem to think that there was an idea amongst certain persons who obtained employment from the Municipality of Fulham, that they were almost entitled to get work?—There are a certain number of persons who apply to the town hall who are out of work, and have been out of work for some time, who think it unfair that the council should not supply work to them. These persons think the Council ought to find work for them seeing they have been ratepayers for a long period.

Popular idea
in Fulham
as to duty of
Borough
Council to
provide work.

80224. Is that a wide-spread idea?—Fairly so.

80225. That it is the business of the Municipality to provide work for them, on the plea that they have paid rates?—Yes.

80226. Passing on to Paragraph 5, which refers to scavengers, perhaps you will explain what you did. It is not quite clear to my mind on reading that paragraph in connection with the succeeding one, what was the change which you effected as regards the scavenger's work?—You will see that I have stated in Paragraph 6 that a reduction was made from 112 to seventy-six men.

Reform in
method of
municipal
employment
at Fulham.

80227. What were the 112 men?—The 112 men were scavengers.

80228. Were they unemployed?—No; they had been employed for years previously.

80229. Then these paragraphs have nothing to do with the work of the distress committee or the unemployed body?—No.

80230. You are simply mentioning a change that you made, by which you were enabled to get as much done by seventy-six men as had previously been done by 112 men; is that it?—Yes.

80231. Passing on now to the Unemployed Workmen Act, 1905, I see that 2,478 cases were registered two years ago in Fulham, and 1,344 were registered last year?—Yes.

Operation of
Unemployed
Workmen
Act in
Fulham.

80232. And that less than half the cases were investigated?—Yes.

80233. Then you say 6 per cent. found employment; does that mean 6 per cent. of the cases investigated, or is it 6 per cent. of the total number?—It is 6 per cent. of the total number.

80234. As far as you know, applying the same calculation to London, that would mean that about 7·7 per cent. of the applicants found employment?—Yes.

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80235. Apparently the cost of investigation is heavy but I take it that the £2 8s. 6d. which you mention is not the average cost of investigation in the case of each individual for whom you found employment, but would mean that the total cost of the investigation which resulted in the rejection of a good many, amounted to £2 8s. 6d. for each man who passed the test and was employed?—Yes.

80236. That is to say, if 45 per cent. of the cases were investigated, and only 6 per cent. found employment, the £2 8s. 6d. would relate to the 45 per cent. of cases which were investigated, and not to the 6 per cent. which were employed?—Yes, but it works out to £2 8s. 6d. per case employed.

Investigation of applicants. 80237. Would it be possible to work any scheme of this kind without some system of investigation? What is your view on that point?—I do not experience any difficulty in finding unemployed if I have any work to perform.

80238. And you usually employ them without investigation, and judge of them by the work done?—Yes.

80239. Then the test would be the manner in which they perform their task?—Exactly.

80240. I think further on you say the investigation was objected to by a good many of the better class persons who were out of employment?—Yes, that is so.

Small
number of
unemployed
applying to
Distress
Committee.

80241. You make a rather important statement in Paragraph 17. You say: "It is evident that the men think they can do better by their own efforts"; and I think that opinion is repeated further on in your Statement, that is to say, there were a number of persons who were temporarily out of employment, and who did contrive to get work by their own efforts without coming to the distress committees?—Yes. I think many of these men who did register found employment without the distress committee's efforts; and I think that is borne out by the fact that, as you will see in one of the paragraphs (21), when I applied for a number of men by post-cards, I could neither get a reply, nor men. Many of the men had already got work, or had hopes of getting work.

80242. (Mr. Nunn.) May I ask whether your list was confined to men who had registered with the distress committee?—Yes, it was.

80243. (Chairman.) This work that you had in hand was not merely unskilled work, I think?—It was both skilled and unskilled.

Industrial
status of
applicants to
Fulham
Distress
Committee.

80244. That being so, what should you say as regards the operation of this Act, which was put on the Statute Book in the belief that it would give temporary relief to respectable persons who were usually in regular employment, but who, owing to exceptional circumstances, had fallen out of employment; was that the class that registered?—No, I should say not; and I should say that it is not the case particularly now.

80245. Would you say that the class that registered are those whose employment is either seasonal or casual?—Exactly.

80246. In fact, a class a little above those who come to the Poor Law?—Yes.

Borough
Council work
in Fulham
with men
from Distress
Committee.

80247. Passing on to Paragraph 22, there you complain of your treatment by the central body, and you say, "We have done what no other body has done." Would you just elaborate a little what it is that you have done which was different from, or better than, what other bodies did?—We have given all classes of men—bricklayers, masons, carpenters, plumbers, excavators, and so on—work to perform; while, so far as I understand, the other bodies have given work only to portions of the labouring classes.

80248. Did you make work, or was this work which you happened to have in hand?—It was work which was likely to come forward.

80249. You anticipated then?—It was anticipated.

80250. Did you keep the persons to whom you gave this employment continuously on the job?—For the sixteen weeks.

80251. Do you think that the class of work that you found was better and more useful than that which other bodies in London gave?—I should say so decidedly. We gave every man that had a trade at his fingers' ends

something to do, instead of putting a bricklayer to navy-Borough Council work in Fulham with men from Distress Committee.

80252. How did you provide the £200 which, according to your statement, the Central Unemployed Fund did not pay, though, in your mind, there was an understanding that they should do so?—It would be got out of the loan, which would really reduce the £900, or the amount of money that was contributed by the Central Unemployed Body, by £200. They originally agreed to contribute £900; they only gave about £700.

80253. Why, on the last portion of the work, were the men worse than in the previous portion? Do you draw any inference from that? Would you say that the persons who had been previously employed had been able to get work elsewhere?—Yes. They were a different class of men altogether. You see we had to vary the men, as sixteen weeks' employment was the limit, and if there were others, others had to be employed.

80254. Should you say that the Act, so far as Fulham was concerned, was of use in enabling a certain number of respectable people to tide over the day of difficulty, and then get work?—That is a matter I could not say.

80255. But some of the earlier applicants were of a distinctly better class than the later applicants?—Decidedly.

80256. You are averse to municipalities undertaking to find work for the unemployed, but you say you would not object "that the work should be found that requires labour"—what is the distinction between the two?—I do not think the municipalities ought to make work, but I think that if there is work which is requiring labour, then the distress committees might find where that work is in order to send the labour to it. Question of provision of work by municipalities for the unemployed.

80257. Would you, in other words, anticipate work that would have to be done; is that it?—No. I say a municipality ought not to make work, and ought not to anticipate it, but if there is work, either in the particular town or away from that particular town, which requires labour, then the distress committee ought to be in touch with that work, so that the labour might be sent to it.

80258. (Sir Samuel Provis.) It is work outside their own district you have got in mind?—Yes.

80259. (Chairman.) One of your criticisms on finding work for the so-called unemployed is that persons are put upon it who are not accustomed to that class of work and that they bring down the whole standard of work?—Yes.

80260. Have you that difficulty now?—Yes.

80261. I see you think that something could be done by labour bureaux, and that they should not be confined to the so-called unemployed, but should secure the co-operation of both employers and workmen?—Yes; that is bearing out what I say in Paragraph 27. Labour exchanges.

80262. I suppose you feel that if these bureaux are entirely associated with the so-called unemployed, they will get a comparatively bad reputation, and will not be made use of by good employers of labour?—Exactly.

80263. You raise one difficulty at the end of your statement which I think is rather novel. You think that the higher wages in London deter persons from migrating to the provinces?—I think that is likely. If a man receives 10½d. per hour in London, he does not like to go away for 8d. per hour. Effect of high wages in London.

80264. In your experience has that objection been at all urged?—No; but I do not hear of skilled men going outside except they are forced to. I know very few cases where they have gone outside.

80265. Outside London you mean?—Yes.

80266. What is your opinion about the Unemployed Workmen Act? Would you renew the Act as it is, or Unemployed would you drop it, or would you renew it in an amended Workmen form?—I do not really see that it has been of much Act. benefit.

80267. Because, in your judgment, it has not touched the class, or has very slightly touched the class for whom it was intended?—That is so.

80268. (Mr. Nunn.) You are aware, of course, that the Act of 1905 does other things besides providing work in London?—Yes.

80269. It pays for men's passages abroad or to the colonies, and it pays for their migration to other parts of England?—Yes.

80270. Is that not a useful function for them to perform, in view of your statement at the end of your last paragraph?—In that respect, yes.

80271. Does that not aim at combating the objection men, perhaps, have to going into the country to work?—Yes, I think it does.

80272. I suppose that objection arises, does it not, from the fact that the men like to have the more money, even though it may not be more in actual worth in the purchasing of commodities? Is that how you account for the fact that they prefer 10½d. in London, to 8d. in the country?—Yes, I think that is so.

80273. But the 8d. would be worth quite as much in the country as the 10½d. here, I suppose?—I question that.

80274. It is rather an intricate subject to decide, perhaps. On the whole, with regard to the work provided in London, you are opposed to the Act?—Yes.

80275. If it provides work for men at the present time out of work, by means of work which is required, to be done by a municipality, it tends to throw out of work those who would ordinarily have been employed?—That is so.

80276. And if it goes in for anticipated work, the likelihood is that it will throw out workmen a year or two hence?—Exactly.

80277. I should like to ask you one or two questions with regard to the cemetery and other work, and also with regard to your connection with the Central Unemployed Body. The list of names which you had to work from, I think you said, was a list of names provided by the distress committee of your district?—Yes.

80278. You had to keep to that, did you?—Yes.

80279. In Paragraph 18, you tell us that you had a great difficulty in getting men who professed themselves to be bricklayers and masons, because they desired, under some misapprehension apparently, to give themselves out as labourers?—I did not have the same difficulty at first. I think the general opinion was that it was found that more labourers obtained work through the aid of the distress committee than mechanics; and the consequence was that the man who was a mechanic put himself down as a labourer.

80280. But were they not disabused of that idea in Fulham, where you were publicly giving work to all grades of men?—Not to the extent I should have liked. You must remember there were 2,000 odd applications, and we were only giving employment to about a couple of hundred.

80281. So that it was not sufficiently known?—That is so.

80282. Then with regard to the £200; do you mean that the whole of that £200 was in payment of work for which men had applied to the distress committee, and been passed by the distress committee?—Yes; it was the excess of the work.

80283. You were not refused this £200 by the Central Unemployed Body because some of the men you had employed and paid for in this £200 were men who had not applied and passed through the mill of the distress committee; or did you employ other men besides those who were passed by the distress committee?—One case in particular that I can remember was that the man was a single man and not a married man, and there were other cases that had not been investigated in time.

80284. Precisely; they had not been passed by the distress committee?—That is so.

80285. How was it possible for the Central Unemployed Body to pay for them if they had not been passed by their distress committee?—I think that they were using more red tape than was necessary.

80286. Red tape in sticking to the rules and regulations of the Local Government Board?—Yes. We could not get the men, and these men were investigated, but because the investigation was rather late, they declined to pay.

80287. If you wanted men in the open market, you could have obtained them at the market rates?—Yes, without any of this trouble.

80288. But if you choose to get men at the cheaper rate by payment from the Central Unemployed Body?—Not at a cheaper rate; we paid them the same wages.

80289. You got their wages supplemented by the Central Unemployed Body?—Yes.

80290. That is all this £900 was for?—Yes.

80291. If you apply to a body to supply you with cheap labour, you have to comply with their conditions, I suppose?—We did, so far as we could.

80292. When you could not, you employed other labour, I understand, and then you complain that you did not get the payment?—It was only a question of them investigating.

80293. Precisely; but then that is the whole question involved. That is what the distress committee is there for, is it not—to investigate?—Yes.

80294. (*Professor Smart.*) What kind of district is Fulham, residential or manufacturing, or what?—Residential mostly, and manufacturing just by the river.

80295. A better class district?—A class of district for the middle classes.

80296. What kind of industries have you there?—There are Macfarlane, Lang & Company's biscuit works, the Fulham Steel Works, and other iron works, and White's Mineral Water Manufactory.

80297. Do you mean it is a residential district for those persons engaged in the industries of the place?—No, mainly for the building trade: bricklayers, carpenters, joiners, masons, and so on.

80298. What is your experience of Fulham? Have you been there all the six years?—Yes.

80299. As borough engineer?—Yes.

80300. Your idea is that a municipality should get its work done exactly as a private employer does?—Exactly.

80301. You would give no preference to local labour?—I think preference might be given to local labour, but not wholly so.

80302. You would not willingly take on an inefficient workman?—No.

80303. Have you succeeded in carrying out that principle at Fulham?—Yes.

80304. You have not been interfered with?—No.

80305. Is not influence sometimes brought to bear on you from above, from persons in the municipal body to give employment to friends or people in whom they are interested?—They mention names occasionally, but I do not necessarily take any action on it.

80306. But a considerable proportion of your employees would be recommended by councillors, would they not?—No, I do not encourage it at all.

80307. You represent one view of municipal employment. Is not there something to be said for the other side, that municipal employment might act as a kind of reserve for men of good character rather down on their luck?—I do not think so.

80308. Do you not think that in a good many municipalities that is the view taken and acted on?—I think it may possibly be.

80309. We are often told that municipalities should arrange their work and spread it over the year, so that there should not be a hunger at one part of the year and a burst at another. You seem to say in Paragraph 9 that this is what you already do in Fulham?—Yes.

80310. Do you personally know of any big job that could be postponed till there was a time of depression?—I do not. The usual time of depression is, of course, in the winter; and the winter for outdoor work is the most inconvenient time.

80311. Then you do not know of any job that was going to be done some time which could be postponed till a bad time?—I do not know of any.

80312. In Paragraphs 10 to 12 you make an interesting calculation and say that such works as buildings bring cost falling for the labouring class only one-fifth to one-sixth of the total cost. I suppose you speak authoritatively on that?—Yes.

Mr. Francis Wood.
28 Oct., 1907.

Residential character of Fulham.

Proper principle of municipal employment.

- Mr. Francis Wood.* 80313. It is not a mere *obiter dictum*?—That is approximately correct.
- 28 Oct., 1907. 80314. Is what you say in Paragraph 14 about the Welsh hills a serious proposal or a mere hint?—It can be taken as both a hint and a serious proposal.
- Question of large water supply from Wales. 80315. You regard it as practicable?—It is quite feasible, except, of course, there is the proviso that even if this work was done in times of stress, that is in the winter, the weather would be most unsuitable.
80316. But it would depend on whether the work was necessary for London or not?—I do not think it is necessary, not for London particularly. I was only referring to London as an example.
- Investigation of applicants to Fulham District Committee. 80317. In Paragraph 15 you say only 45 per cent. of the cases were investigated. Why only 45 per cent.?—I think that is all they had time to do. I could not give you any answer, I prefer not to give any answer to that at all.
- Difficulty of providing work for skilled mechanics. 80318. Why do you say in Paragraph 18 that every man who applies knows or gets to know that he will receive greater attention if he is classed as a labourer?—If work is found for men of the labouring classes they receive work sooner than the bricklayer or carpenter and the men usually get to know that.
80319. You mean the distress committee lay themselves out to employ unemployed labourers principally?—I do not say they lay themselves out to do it; I think they have a difficulty in getting work which requires mechanics.
- Unemployed Workmen Act in Fulham. 80320. In regard to the cemetery, I gather that you had compromised yourself to do certain work at the cemetery with unemployed labour, and towards the end the men became worse and worse, and the cost was greater than you could possibly have anticipated? Is that what you mean? Was that the reason of your exceeding the estimate, or was that the reason of your being refused the full amount?—No; I think I explained to Mr. Nunn the reason why that £200 was not given; it was on account of the cases not being investigated at the proper time.
80321. Not on account of the cost being greater because of the inefficiency of the last body of workers?—No, I should not say so.
80322. You seem to suggest that the men who did register at Fulham were mostly loafers and unemployables?—No; I think that the men that we obtained towards the end of this particular work were worse than those that we obtained at first.
- Effect of providing work for unemployed. 80323. With regard to Paragraph 29, your experience is that if work is provided for the unemployed, that is labourers, there is a tendency for other men in other trades to qualify as labourers?—That is so.
80324. That is to say, there is a premium on unthrift?—Yes.
80325. Do you mean men call themselves labourers, or actually become labourers to obtain that work?—Yes. I think that in order to get work they would become labourers.
- Question of municipal insurance. 80326. What is in your mind when you speak in Paragraph 32 about municipal insurance? I am not quite sure of that paragraph?—It seems to me to be impossible for a municipality to frame an insurance scheme, because I think that the people that would bring themselves under the scheme would be only those that had the fear of unemployment, and not the general body of workmen who are not necessarily under the fear of unemployment.
- Cause of unemployment in Fulham. 80327. In the second paragraph you put down quite baldly that unemployment is caused by slackness in the building trade. Do you mean this is the only kind of employment in Fulham worth speaking about?—Yes.
80328. With regard to the question of unemployed men in London not usually migrating! this tends to keep a greater number of unemployed in London, does it not?—Yes.
80329. And yet we have a recommendation that men working in London should be paid a minimum wage of 30s. on the ground that living in London is so high.—But I do not think living in London is 25 per cent. above living in the provinces.
80330. You do not agree with this minimum wage of 30s. at all, I suppose?—I am not going to say that at all. I give an example that a mechanic was receiving 8d. an hour in the provinces, and he got 10½d. or 11d. in London. I do not think the extra 3d. per hour is accounted for by the increased cost of living in London.
80331. Have you ever thought of that idea of a minimum wage for men in the building trade say of 30s.?—I think that there ought to be a fixed living wage.
80332. For London alone?—I think it would have to be peculiar to the different districts. It may be more expensive to live in London than in other districts, therefore if there was a living wage it should be higher in London than it is in the provinces.
80333. You are not speaking of a minimum wage for London alone?—No.
80334. With regard to Paragraph 30, the form of Labour labour bureau you favour, I think, is one maintained by employers and employed. Do you mean that as against a State provided bureau?—I think that if a State provided bureau was in existence without the support of the employers it would be useless.
80335. How do you consider that the work you provide for the unemployed compares with the work they get in a farm colony?—I have no experience of a farm colony.
80336. (*Mr. Lock.*) With regard to Paragraph 21, to take up one of the points which has been raised, you say, "Some of them would be in work, or hoped they would, or they would not go four miles out, or promised to turn up and did not." As a matter of fact, did you find in connection with your work any considerable proportion of the men were of this class—25 per cent.?—I should say so, quite.
80337. More than 25 per cent.?—I mean, taking a specific example, we should send out perhaps quite twenty post cards asking these men to turn up, and in all probability we should not get above two or three replies.
80338. May I conclude from that that the demand alleged to exist for work was probably not a real demand to a great extent?—I think the demand was real enough.
80339. What did these people do; did they get jobs in spite of the fact that they seemed to be unemployed? I think some of them would do, and others would not go out four miles.
80340. What did they do; did they suffer in consequence?—I could not say what happened to them.
80341. Practically then it would not have made very much difference if the matter had been left to the ordinary market conditions?—I do not think so.
80342. That is to say if instead of having this special machinery, or this special intervention, they had allowed the natural forces to act, the question would have come out all right in the long run?—I think so.
80343. According to Paragraph 33, in Fulham, apparently owing to the building trade, you have a good deal of seasonal out-of-work?—Yes.
80344. Have you any suggestion to make with regard to that?—I have not.
80345. Do you find a great many of these seasonal out-of-work people come on the Poor Law?—I have not heard of them doing so particularly.
80346. In spite of the out-of-work seasons they still support themselves?—I think the majority of them do.
80347. So that although it is a cause of distress, yet it is not a factor which assumes any very large proportion in fact?—I think during the past twelve months it has been more severe than it has been in previous years. The building trade is very bad at the present time.
80348. It is connected solely with that trade in Fulham?—Practically so; a very large percentage.
80349. Have you found out whether these men finding the building trade in this plight are to any extent moving into other trades?—No.
80350. Have a large number emigrated from Fulham?—Yes, I believe there are a number.
80351. You have not had that clearly before you?—No, I have not.

Rate of wages in London, and question of minimum wage in general.

Difficulty of getting men for Borough Council work in Fulham.

Seasonal unemployment in Fulham.

80352. Yet you say that pauperism in Fulham has not gone up at all in consequence of this?—I could not say on that point.

objections to investigations on part of unemployed. 80353. (*Sir Samuel Provis.*) You say in Paragraph 21 that the applicants for assistance objected to the inquisitorial remarks of the committee, and the investigators. Did you find that objection more at the outset, and did it diminish as the time went on?—Yes, it was particularly so at the beginning, but I make a note that only 50 per cent. of the men applied in the second year, and the majority of the 50 per cent. would be the better class mechanics who objected to this system.

80354. Do you know at all what the nature of the objection on the part of the applicants was?—No, I do not.

80355. You do not know whether it was to the questions on the record paper, or whether it was to the personal inquiries that were made? Perhaps you have no information on that point?—I think perhaps there was a little of each.

80356. Were the investigations that were made in your judgment unreasonable?—That I could not say.

80357. You had some difference with the central body, had you not, as to the payment of the contribution to be made to the work taken in hand?—Yes.

80358. What was the nature of their objection?—On account of these men not having been properly passed by the distress committee.

80359. The objection of the central body was that they had not been sufficiently tested?—I think they were tested, but they were not tested in quite the right order, or at quite the right time.

80360. It was not on the ground of the cost of the work?—No.

80361. It was that you had not got, for whatever reason, the right men?—Yes.

80362. I gather you do not yourself think it desirable that the Unemployed Workmen's Act should be renewed. Merits and faults of Unemployed Workmen Act. Is that your view?—I think so, so far as municipalities in London providing work through that Act. I quite think that they do good work in connection with Act. sending men to the Colonies.

80363. You would keep up their power for emigration?—Yes.

80364. Perhaps you would also for migration, would you; for sending persons to other districts?—Yes.

80365. And perhaps also in connection with a labour bureau?—Yes.

80366. But you would not with regard to the provision of work, is that your view?—Yes, I do not agree that work should be made for the unemployed.

80367. But they need not necessarily make work, need they, because they may take work which would require to be done, though perhaps not at that particular moment?—In that case I do not think it is desirable that it should be done.

The Right Rev. the LORD BISHOP of STEPNEY, recalled; and further Examined.

The Right Rev. the Lord Bishop of Stepney.

28 Oct. 1907.

Minimum wage for sweated home-workers. 80368. (*Mr. Loch.*) I think we were discussing the question of the minimum wage when we stopped last Tuesday, and I think I will just resume by asking you one or two points which may bring us into accord, before going on to discuss further the question. I think we understood that your view is in favour, generally, of a minimum wage being adopted?—We were speaking simply, I think, of women's work at home.

80369. What we call sweated work?—Yes. I am not to be considered as going into the further question of any regulation of the minimum wage for other industries.

80370. We are thinking of it from the point of view of the prevention of the relief of distress, I understand?—Quite so.

80371. Your first proposition would be that you would accept a minimum wage in what you call roughly the sweated industries?—I should like some form of regulation. My feeling is that here you have a class of labour which cannot organise itself, and which, by reason of its weakness in bargaining, is compelled to accept a rate of payment which can only become a subsistence by the use of excessively long hours; and that as there seems no possibility of organising this class of employment, and as its present unorganised state increases, I think, the ability of employers to get a class of labour which is detrimental to the community, and indirectly increases the unemployment, it is very desirable in some form or other to regulate that labour.

80372. May I ask you whether you mean by regulation something more than fixity of wage?—Though I do not think the difficulties are to anyone more apparent than they are to me, I should like in some way, if possible, to establish in certain scheduled trades a certain minimum rate of payment, and if it were possible some sort of inspection of the sanitary condition of the places in which the work is done.

80373. (*Mrs. Bosanquet.*) Is this only for home workers?—Only for home workers. I am not considering any other problem at present.

80374. (*Mr. Loch.*) Does not what you have stated cover both men and women?—So far as the men are employed in these industries.

80375. That is to say, so far, for instance, as they too are unskilled and unorganised?—Yes. Of course I premise that the trades concerned would have to be very carefully scheduled.

80376. As I understand it, your proposition deals not with what you may call the organised trades?—Not at all.

80377. But with the unorganised trades?—Yes.

80378. And with those that are unorganised with regard to which you think something like a living wage should be provided—I am using the word "living" instead of "minimum"?—Of course, "living" is a vague term.

80379. "Minimum wage" would equally be so, would it not?—By a minimum wage I mean some wage which some properly constituted body would consider as sufficient to enable the person who receives it to do the work, without undue damage to health and general competence.

80380. Would that not of necessity be what we might interpret as a living wage, because if it were not enough for that, your point would fall?—Yes; in that sense using "living" as an interpretation of the word "minimum."

80381. I judge from your answer that you are somewhat inclined to give a rather wide interpretation to the word "minimum," namely, that it might be something nearer to the normal, if there was a standard fixed, than at present; by that I mean a normal wage might be in the mind of a person, and this would be as near that normal as possible—for you must deal with the question of how you would fix your wage?—Yes. It would be in regard to the general circumstances of the particular trade.

80382. Would you include in your question of the minimum wage the work done by women who take comparatively low terms in factories, other sources of income being forthcoming?—In what I am saying now, I am not considering what is equally a sweated class of industry in the ordinary sense of the term—women and girls employed at a very low wage in certain classes of factories; because there, at any rate, so far as they are working in a factory, the question of the health conditions is regulated by the ordinary factory inspection, and therefore the problem in their case is not so urgent as in the other case.

Question of minimum wage for low-paid women in factories.

80383. Do you not think that if you take the economic question up in the case of one large miscellaneous class of men and women, you will have to take it up in the case of others?—I think there is no doubt of it, so far as the industry being done in a factory was of the same class as the industry being done in the home.

*The Right
Rev. the Lord
Bishop of
Stepney.*

28 Oct. 1907.

Effects of
minimum
wage on
labour
market.

80384. Then this change would affect a great many people, would it not?—It would certainly. As to that—and you asked about it before—my feeling is that although any such system of regulation, however it was devised, would certainly throw out of employment a very large number of women who at present get some sort of employment, I should be prepared to face such an addition to the ranks of the unemployed for the time, because I should feel that that was a step towards the ultimate solution, which is, broadly speaking, the greater regulation of industry. It would have the same sort of effect as, for instance, the regulation of boy labour in the streets. In London now there is a large number of small boys out of employment, and that, therefore, has removed a certain support from a good many homes.

80385. Therefore, you would expect employers to say that at these larger wages the labour was not worthy of their employment, and that therefore they would refuse to pay them?—They would refuse in many cases, but not, I should hope, in an excessively large number.

80386. Of course, the question of the "excessively" raises a difficulty?—Yes.

80387. Why do you think, not in a very large number? I take it for granted that you think the higher wage is, in the view of the employer, too much at present; therefore the chances would be that in the future, if the state of the market is the same, this higher wage would still be too much; and, consequently, the employer would be inclined to refuse to pay the wage and the person would be without the work?—Why I said I did not think the number would be necessarily excessively large, is because I am under the impression that at present the margin between what is paid to the home worker and what the article commands in the market is sufficiently large to enable the employer to pay a somewhat higher wage without suffering real loss—without making it no longer worth his while to put such goods on the market.

80388. You are pretty well convinced that there is that margin, are you?—In some cases, I should almost be sure of it.

80389. Do you know where that has been handled quite conclusively?—No, I do not know of any place where this particular problem has been dealt with thoroughly. It is very different from the problem which has been dealt with in New Zealand, and Victoria, and elsewhere. I think it would be to that extent an experiment.

80390. Where have we, may I ask, records showing that if this interference took place with these particular trades, there is actually at the moment a large margin from which the higher wage could be drawn?—We have no evidence, except the comparison between the price which is paid to the worker in the home, and the price which is paid by the customer at the shop.

80391. And you think that would justify a considerable increase of wage, but that it would have to be considerable?—Yes, I do.

80392. And you think that point is proven by literature at present—by inquiries already made?—So far as they have been made.

80393. Could you refer me to any source of information which would settle that point?—I could not at the moment, I am afraid.

80394. Take the question one step further: the process that would take place would be the absorption into other trades of these people who are refused, or else they would come for Poor Law relief?—Yes, in some form or other.

80395. If all the trades which were unskilled and of the type to which they have been accustomed had had similar regulations, then they could not very well fall back on other trades, could they?—Not of the same type.

80396. Then they would be, in a way which is quite new to us, limited in the search for labour, unless they went outside London, we may say, or to some place where your rules did not apply?—That is so.

80397. That is to say, it would lead to a considerable increase of State support if the number rejected was large?—At the time, no doubt.

80398. Do you think that that can be in any way estimated? Take our able-bodied pauperism in London—*Effects of minimum wage on labour market.*—and we are thinking mainly of able-bodied people—that would be a matter of 46,000 in and 70,000 out, mean numbers, would it not?—Yes.

80399. These trades deal with a very large proportion of our Poor Law people, the unskilled class; would you expect us to have to look forward to something like a duplication of our Poor Law charges?—Do you mean literally a duplication—a doubling of them?

80400. I meant as far as numbers go—a duplication of our Poor Law numbers. Suppose they run to 116,000 men, women and children, would you expect that anything like that number of men, women and children would have to come back upon us if this great change were made?—I should have thought not at all.

80401. Why do you think not?—Because I do not think the displacement of industry would be anything like to that extent.

80402. But this unskilled class is a very large class; I mean, for instance, even taking the men only, there were a matter of 40,000 applications made to the distress committees?—You should remember that I am not dealing in the least with any proposals for fixing minimum wages in men's ordinary casual labour.

80403. That is so; but what I should argue is that a great deal of this labour which you refer to is women's labour, attached to the homes in which men are not working or where the men are working, but not fully?—Do you mean that the men would therefore be thrown out on to the ordinary market?

80404. The men would be thrown out on to the ordinary market—men who are habitually earning money on this method that you criticise?—I can only say I should be quite prepared to accept that risk.

80405. Even though it ran to a very large figure?—Yes. I have no means of knowing what the figure would be, but, as I said, ultimately it is the same situation which has had to be faced very often in economic history before, when the greater regulation and steadying of one class of labour has thrown large numbers out, and it has taken some time before they were absorbed in new classes of labour. During that time there must be distress and anxiety and difficulty; but it is moving toward the only ultimate solution. In my own mind, when I attempt to reply to all the difficulties which I am just as conscious of as Mr. Loch, I ask: What is the alternative?

80406. May I point out that the absorption of labour is probably immense in the present state of things? Is it not the case, for instance, after your dock strike, which, it is said, excluded a large number of men, that numbers of men were in some ways absorbed, or, at any rate, did not turn into overt pauperism?—I should not like to say how far, at the time, that was the case or not; certainly large numbers have been in some way or other absorbed.

80407. Have they not been absorbed necessarily by undertaking work not better than the work for which they were before considered unsatisfactory?—But of another kind.

80408. By your hypothesis they are excluded from that, that is to say, you stop this work of economic absorption, do you not?—Not necessarily. Have you in mind the prescribing of a minimum wage over the whole field of unskilled industry?

80409. No; I limit myself to your proposition, but I think it covers a large section of the unskilled field?—Yes, but it is a certain section.

80410. And I limit it entirely to that, only I would suggest to you that the question is a very wide one, even with your limitations. Now people would be in this position, would they not—under your *regime* they would have the alternative either of work on a fixed scale or else of maintenance under the Poor Law system; that would be the alternative, would it not?—No doubt, for a time. *Problem of thrown out of employment by minimum wage.*

80411. Then, as a matter of fact, would that not lead to their accepting an industrial position which in their circumstances would, to a certain extent, reduce their energy and spontaneity?—Of course, a great deal would depend on what was done. If they did come upon the com-

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munity, the community can, if it likes, under the present system give them outdoor relief, and the community might under an improved system deal with them in a more fruitful way. It might, for the time, in many cases—in the case of the younger women, at any rate—give them some sort of industrial training which would fit them to be absorbed into a better class of labour. In the case of the children, under such circumstances the community might at least secure that these children would be trained for some better class of labour, instead of being under the present system kept merely to reinforce the already over-large margin of very unskilled labour.

80412. Is it necessary for us to enter into the case of the children, if the education of our community is properly conducted?—I merely mean, in answer to your question as to what should be done and as to what the position of these women would be if they were thrown out of employment and had to turn to the community, that that position, whether it was of value or not to themselves and to the community, would depend largely on the use which the community made of them while they were on its hands.

80413. Do you think that the community dealing with large numbers has actually power to undertake a very large industrial scheme of training, apart from the labour market?—It all depends what you mean by "large." It could deal with it in certain cases.

80414. Take the figures as standing at 30,000 or 40,000?—Are you assuming that something like 30,000 additional people would be thrown on the rates?

80415. It is a contingency which I think you might have to face?—Of course that is a matter of opinion.

80416. That is to say, you think really that the number which would be excluded by a living wage being forthcoming and by law payable in all unskilled work of this type?—Pardon me, I am only speaking of unskilled work, in certain specifically scheduled trades.

80417. But those trades would be scheduled which would cover the difficulty of sweated labour?—There, again, I am speaking now only, as I said at the beginning, of those trades where the worst conditions of employment in homes are found.

80418. But, of course, we do not get sufficient statements of quantity. I only suggest that the system once adopted, you will have to adopt it, as I think you will admit, in a larger way; for instance, the factory girls will come in?—Yes.

80419. If you did that, you would be dealing with a larger and a larger number?—Certainly. It would be very much the same problem as had to be faced in connection with the hand-loom weavers in the past. Gradually in the case of the factory labour I have no doubt that something of the same kind will be done. But into the whole question of settling a minimum wage in industry generally I am not entering and I cannot enter at present.

80420. Is it not true that in the other instances the ordinary process of absorption in the market has been in force, and in this particular instance the doors are closed so far as those particular trades are concerned which you entitle sweated trades?—If the system of regulation were extended over the whole area, it would be so.

80421. Do you rely at all upon the colony system as a means of dealing with the men who might come under this category?—If you are speaking of men, I would repeat what I said in regard to women—I have no doubt that so far as men were affected, though they scarcely come into any of the trades that I have in mind, if they were unable to find work under any system of another kind and were compelled to have resort to the community, the community might in many ways train them for some better class of labour.

80422. Is it your evidence that by training people in the way you suggest we should raise them, and that the community has the power really to do such a thing?—We have only evidence of such very limited experiments in colonies.

80423. But take the colonies; what would you say is the percentage of successes out of those colonies which have been in force some little time—we have had acquaintance with them for two or three years?—One can only rely on what the managers say. I have not the statistics with me at this moment, but they claim that a certainly

appreciable number of their men have become regular workers.

80424. But that is a very small selection out of a very large number?—Yes.

80425. So small that it does not affect the large number materially?—I should not think that. I should think they would claim a much larger proportion of successes than that.

80426. The total number that went to the colonies was very small?—Do you mean the colonies connected with the Unemployed Body?

80427. Yes?—I was rather thinking of such colonies as the Church Army colonies, the labour homes, and the Salvation Army colonies.

80428. Can you refer us to any details on that point which might be taken as trustworthy?—I think if you want the details you will have to get them from the managers.

80429. The labour home would in that case represent the type which you are meaning, would it not?—If it was extended over a sufficient length of time.

80430. Then with regard to the question of unemployment, have you noticed that there has been considerable want at times in the case of persons selected for emigration?—I have not come across any instances.

80431. You have not dealt with these cases personally at all?—Not personally, but I know fairly well the proceedings of the East End Emigration Fund.

80432. Then with regard to seasonal unemployment, that would cover, I presume, a different group of people to that which we have been referring to as persons who were under sweated labour, that is, it would include a larger number?—Yes, certainly.

80433. What is your suggestion for trying to prevent the distress that arises from year to year through a seasonal want of employment?—Of course "seasonal" may mean many things. It may mean that certain classes of work are wanted in certain seasons of the year. Is that what you mean?

80434. Yes, in the normal sense, that is to say, the particular work that the man has to do may be a nine months' trade, and he cannot carry it on through the whole year?—I know no way of dealing with that, except the thrift and self-control of the man when he is in receipt of wages.

80435. Granted that, do you think any step can be taken to enable him more thoroughly than at present to do that; I mean, is it a question of opportunity?—I should imagine it might be possible to enable a man to save something during these months, and to draw it out during the periods of slackness; but, of course, a great deal depends upon the circumstances. We are referring, I suppose, to the unskilled labour attached to these seasonal trades?

80436. Yes, roughly?—The skilled labour will probably have its own unemployed benefit funds to draw upon.

80437. Would you be in favour of any form of intervention in contracts for labour—deductions or anything of that kind?—In the nature of what?

80438. With a view to the creation of a fund for seasonal purposes?—Something in the nature of compulsory insurance?

80439. Employment insurance?—I should not like to say. I think that is an interesting point, but I have not thought it out.

80440. Apart from that, you see no way in which this unskilled body could be organised to take the position in some places of a trade union, which has its own unemployment fund?—I do not think among themselves they are capable of that degree of organisation.

80441. Nor do you see how to impose it on them in any way?—I should be delighted to think over any scheme which might be submitted, but I could not now submit any myself.

80442. Referring now to the difficulty of finding sufficient work of any useful sort out of London, you have suggested that there might be a deterrent system sufficiently effective by the fact that they have to leave their homes. Are not the difficulties insuperable, unless you adopt a

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very definite programme of deterrence? We had a witness here after you left last Tuesday who had had charge of these works, and he seemed to think that the sending of the men from home was really no deterrent, and had very little effect?—I think I admit in my Statement that it did not prove to be as deterrent as we had originally expected. I had many years ago a conference at my house with some of the labour leaders who were in touch with unskilled labour, and they were of the opinion that the deprivation of the life and comforts of home for a time would be a very real difficulty for the class of men of which we were thinking. But, as I think I have admitted, it did not act so much as we had expected.

80443. Does not that drive you back to something more like the Poor Law system? You may call it a colony or not, but does it not really drive you back to a deterrent system of some stronger type?—Do you mean in the case of what we may call the honest sort of unemployed?

80444. Yes, the sort of middling-class of people who apply for relief of this kind that you had last year?—As I said before in regard to those who remain, when you have dealt more systematically than we have done with prevention at the top and with compulsory detention at the bottom—in regard to that middle class, I see nothing but the best system of relief work that can be devised; and I think any system is very unsatisfactory.

80445. But it would include deterrence as an element?—Yes. There must be some element that makes it less worth while for the man to do that class of work which is provided for him than a similar class of work which he would be able to obtain by his own efforts.

80446. Then more or less we fall back on the old Poor Law as far as that is concerned, in the sense that it is more preferable to stay outside and support yourself than to come in and be supported?—In some form you must come back to that.

80447. I should like to ask you one or two questions about Paragraph 17. Did you actually find amongst the unemployed many habitual vagrants?—Not among those who registered themselves, because vagrants were *ex hypothesi* excluded by the regulations; but certainly in the number of men who at any given moment are applying for unskilled work in East London there is always a very large number of persons who really are vagrants.

80448. Who have come up to London to get work?—Who are in London looking out for any kind of work that they can get.

80449. Would you include as vagrants there the ordinary common lodging-house person?—I should include that type.

80450. I should just like to ask one or two questions about subsection (iii.) of Paragraph 17. You suggest a judicial settlement of the question of relief, as I understand, apart from any outdoor relief committee, or any charitable relief committee?—My suggestion is a judicial settlement working in connection with charitable aid committees, or whatever name they may have.

80451. May I suggest that it seems almost as if that was a fifth wheel to the coach? How is the person to intervene? As I understand you, between these various bodies, one dealing with hospitals, one with charitable relief, one with another form of relief, there would be a judicial admitter, as it were, to the title to relief which the applicants should have?—Yes.

80452. On what evidence would he judge, except the ordinary evidence, such as can be collected in what we call case work?—Such evidence will be before him.

80453. Then practically is his decision in any particular sense judicial? A judicial sentence would be founded on a fact, but this would be a collation of facts which would have to be dealt with by an independent judgment?—I do not use the word "judicial" in a strict sense; in fact, I do not know that I have used the word "judicial"—I think it is your word.

80454. In this subsection you speak of "a permanent stipendiary official in definite districts," and I understood you to say on the last occasion, in answer to a question which was asked you, that he was to be a judicial person?—I would say that he would be an administrator rather than a judicial person.

80455. It has been suggested to us that there should be a judicial person in this capacity, but you would not have that kind of person? Your stipendiary would be a sort of paid chairman, would he?—I think his decision would have to be accepted, unless an appeal was made from it to, say, the Local Government Board. He would act on common sense and knowledge of the poor, not on the legal rules of evidence, if that is what is meant by "judicial."

80456. I meant that there should be outdoor relief given or refused on what has been termed a judicial line, that is to say, that as there is destitution or there is not, so there shall be outdoor relief or there shall not?—I say he must act on his best judgment, with all the facts of the case before him.

80457. You know that in relief work on a committee you want to have touch with all the sources of relief, medical, for instance, or whatever it may be; you suggest, I understand, that there should be a sort of statutory charitable committee—a recognised committee?—I should like something of that kind.

80458. Do you think it would be to the good of the people to dissociate that committee from the medical relief system altogether, and to put it into any other hands?—I think perhaps I do not quite understand your question.

80459. I understood you to mean that the medical relief would be in one hand, so to speak, the school would be in another hand, and the third, as it were, would be the voluntary or statutory charitable committee?—Yes.

80460. And not in touch with each other?—They would be in touch, and I should say very closely in touch, by each continually working with the representatives of both the others.

80461. How would you deal with a particular case? Would you be able to do what you can now, that is, order admission to the infirmary, from the voluntary or statutory charitable committee?—I should imagine when a person came before such an authority as is suggested there would be present during his examination a representative of the charitable aid committee, or whatever name it has, as well as a representative of the public health authority, or of the education authority, if the case involved either.

80462. Would the decision of the voluntary or statutory charitable committee be binding, if it desired, upon the other authority to give an admission into the infirmary for instance?—No. I imagine that the authority, whatever name he has, would listen to anything that the charitable aid committee's representative had to say before deciding what was the best way of dealing with the case.

80463. But then it seems to me that you rather leave out an important issue; surely it is better to have one system of inquiry in an area than several, is it not?—Yes; but I do not quite see how that arises.

80464. Is it not, therefore, better to have one centre for inquiry purposes attached to the committee that deals with the miscellaneous cases, and have the inquiry for the purposes of all the agencies that are interested, so as not to repeat inquiry?—I presume this authority would himself have his officers, who would make inquiries for him.

80465. The medical authority, do you mean?—The stipendiary authority, whatever he is called.

80466. Then there would be a duplication, as at present, of inquiries made by the charitable agency, or the statutory committee, and inquiries made by the stipendiary?—I should have thought the operation would be just the other way, and that when any particular case came up there would be the *prima facie* inquiries which had been made by the inquiry officers, and if it seemed right that it was a case to be undertaken by the charitable aid committee, the case would be referred to them, and they would make any further investigations they pleased.

80467. And so of course you would say with regard to the hospital, the stipendiary would be the judge and would refer the cases to the infirmary or to the hospital?—Yes.

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80468. And all the information before the stipendiary would be at the disposal of either body?—Of any recognised body.

80469. Could the infirmity people on notice from the stipendiary refuse a case?—They could appeal against his decision if they thought the case was not one for them.

80470. Would that not be a very cumbersome machinery?—I think any machinery may be made cumbersome—at least I would say that you can easily find ways in which any machinery can get hitched up; but I think in its general working it would be less cumbersome than the present system.

80471. Might I not suggest that there might be another line taken? I suppose what is desired is preventive work?—Yes.

80472. Might it not be possible to refer all cases to the statutory committee first, so that the best inquiries on all points might be made by them, and then let the cases go to the official bodies—I mean to the infirmity, as a matter of course, or, if you would like it, and it were legal, to any other body? In that case would it not follow that all the best of the work would be done at the outset, and one system of inquiry would go for everything?—I think that is a very interesting point, which I should like to consider further about. It all depends on how far it is conceivable to have any such statutory charitable committee invested with sufficient powers.

80473. Take the analogy of the Elberfeld system; there you have this local body chosen by the central body?—Yes.

80474. Supposing that were done here, would that, do you think, justify the responsibility imposed on the *quasi* charitable body?—I think if they did the work and had the sanctions which the Elberfeld system has, it would. There, of course, the voluntary president would act very much in the kind of way that, in this suggestion, the stipendiary magistrate would do, only in the Elberfeld system he is a volunteer, and in this case he would be one who is paid.

80475. I had that in my mind, and I am trying to come to a point at which these two should be, as it were, one, and the chairman, or whatever he may be, that you suggest, made part of the system of the statutory or voluntary charitable committee?—I think if we were to begin *de novo*, and could organise on the best scale, in our English cities, and in our English country places, the Elberfeld system in its entirety, that would be the proper procedure.

80476. Granted we could not do that, the proposal I make as a kind of middle point or position would not seem to you—well, impractical?—No. It is an interesting suggestion, but I think the difficulties in this country of carrying it out would be very large. I should like to see the closest possible co-operation between any such official as is spoken of in this suggestion and such a charitable aid committee, or whatever name it might have.

80477. In your opinion, unless that was adopted and carried through, the scheme would fail?—I think it is essential to the scheme.

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80478. (*Chairman.*) I should like to put one or two questions to your Lordship about your proposal for a stipendiary official who should adjudicate upon the various cases, and refer them to the different branches or different committees who were in charge of certain establishments. Would your idea be that the stipendiary should decide to which class the applicants belonged, and then hand them over to the authority?—May I first say that that is scarcely my proposal? I think all I venture to say in the statement which I have submitted is that it is possible that the time has come for the creation of such an authority. On this matter, as on so many others, we are learners and inquirers, waiting for such decisions as this body, with all its evidence before it, can come to, and anything that we can give is necessarily not so much a proposal as a suggestion for consideration. With that preface, what you say is what is in my mind.

80479. The objection that occurs to me is that you want, in the first place, to establish uniformity in the future administration of the Poor Law, and I think you would agree about that, would you not?—I should like to know what is exactly meant by “uniformity.”

80480. Assuming that there was an official in the position which you suggest, would you propose that he should dictate to each committee the treatment that was to be accorded to the applicant, or would he leave it to the committee to whom he handed the applicant over to treat him as they thought fit?—The latter entirely.

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80481. Then you would have, would you not, some four or five different bodies, each having to make their own rules for the treatment of persons who applied for relief?—They would have their own methods of dealing with the cases no doubt, under such general regulation as already exists from the State.

80482. It sounds plausible at first, but would it not be necessary, assuming you had a stipendiary magistrate, that there should be an authority to whom the applicants could appeal from his decision?—Yes, there should be a power of appeal either by themselves or by the authority to which he assigned any case.

80483. Would it not also be necessary that there should be some authority to see that the treatment accorded to these various applicants by the different committees or bodies who are in charge of institutions, should, making an allowance for the different conditions of each applicant, be more or less on the same lines?—That would be the function of the State.

80484. There must be some machine by which the State can give effect to that, and what I am coming to is this—that if you have a body of that sort, which I think you must have to control the action of the stipendiaries, is it not really very much like the present Board of guardians, only giving it another name?—No, because I imagine the appellate body which would control and supervise the decisions of such an official would be much more like the Local Government Board.

80485. (*Mr. Phelps.*) Acting through its inspectors?—Yes.

80486. (*Chairman.*) In that case of course you make the Local Government Board, which is a Parliamentary office, practically responsible for the personal treatment of all the paupers in the country?—It would inspect their treatment if there were any glaring case of neglect or mistake, and would deal with it, as I imagine inspectors can deal now.

80487. That would be in a glaring case, but assuming you had a number of stipendiaries in London, for instance, adjudicating in the sense you suggest, would it not be absolutely necessary that there should be some authority above each stipendiary which would not only hear appeals, but would also see that there was not a very marked difference between the treatment which these different disconnected committees accorded to the different persons who came up?—I am suggesting that these committees are not altogether disconnected; they are the committees of the county authority.

80488. But if the county authority appoints, as I think they must do, some body to look after the stipendiaries, would not that body be very much like the present board of guardians, only under another name?—In the sense that it was responsible ultimately for the treatment of all the individuals under its charge, it would.

80489. It really comes back to that, does it not, that this body which must deal with the stipendiaries would perform a very considerable number of the duties which are now discharged by the board of guardians?—I do not understand what you mean when you say “this body which would be over the stipendiaries.”

80490. There must be some body to control the stipendiaries, must there not?—As at present advised, as the saying is, I should suggest that that was the business of the State, I mean the State in the sense of the Central Department, whatever it was.

80491. The State then would become solely responsible for the treatment of all classes of paupers?—It would be responsible for seeing that the bodies whose committees deal with these people were doing their work to the public advantage, in fact, it would inspect as it inspects now.

80492. The Poor Law guardians now decide what relief they think necessary?—Yes.

80493. And the inspector can report, and the Local Government Board has indirect power of interference

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which is not ordinarily exercised ; but under this system the stipendiary, supervised by the inspector, would be responsible for the treatment accorded to all persons applying for relief ?—Not responsible for their treatment but responsible for the particular authority to which he committed each particular case, responsible, that is to say, for his decision, not for the treatment accorded to those on whose behalf he exercised that decision.

80494. But must there not be some uniformity in the treatment of these different committees ; and can that be attained otherwise than by there being some body over them ?—I should say that the State inspector would be in close touch with the county authority and its committees.

80495. How would that improve the present system ? At present the person goes to the relief committee, and the relief committee hears his case, and—assuming there was a wider classification and that the applicants were more thoroughly classified—what advantage does the stipendiary system, with these separate committees, give over the present system ?—In that regard the advantage would be that the body whose committees these different authorities were, would be a larger and more responsible body, and I should hope, as I said before, in much closer touch, through co-option or sub-committees with persons in each district familiar with the lives of the poor. It would be a body presumably attracting a rather better class of member ; it would be a body dealing with a much larger area, and therefore securing uniformity, at least, within that area ; and it would be a body which by having these different functions within its own control would be able to keep these different functions in closer relation to one another.

80496. Would you not have all that at the present time, if there was an enlarged area with greater powers in the hands of the present boards of guardians ? Would they not do this work better than all this elaborate machinery of stipendiary magistrates and charity committees ?—An enlarged board of guardians with wider powers, and undertaking many of these functions, would, I think, if I may put it very humbly, be next best.

80497. Just one question about the minimum wage. Are the profits of those who sweat really considerable in the particular industries that you are thinking of ?—By “ those who sweat ” do you mean the ultimate employer or the middleman ?

80498. Both or either. What I was coming to is this— if there was a considerable profit would there not be a tendency to raise the wage, in fact, would not competition raise the wage ? I thought the position rather was that many of these sweaters were in mean circumstances themselves ?—Many of them are.

80499. And that one of the difficulties is that there is such a large amount of this low-class labour that any attempt to raise the wage is difficult, because so many more come in ?—Yes ; there is always a large number ready to come in at any time.

80500. Does it not rather come to this that in certain districts the apparent remedy either is the compulsory breaking up and removing of this mass of low grade labour, or having recourse to some new device and to ideas which are new to British law by which a person should not be allowed to work under a certain rate of pay ?—That is suggested as the only ultimate remedy of a very difficult situation.

80501. Assuming you put the wage up would that not draw a number of people from other parts of London ?—I do not think that the sweated industries are so closely localised as that.

80502. I suppose as a rule it is not a class of labour which competes with factory labour ?—I think it competes with factory labour in the sense that it competes with labour done on the employer's own premises.

80503. In small factories ?—In work-shops or work-rooms.

80504. (*Mr. Nunn.*) I should like to approach the same question of the stipendiary and the statutory committee, if I may, but from a different point of view ?—I hope Mr. Nunn understands, as I said before, that one can only offer suggestions and that one waits for light from this Commission.

80505. Take the Act of 1905, and the principle of Mr. Long's committees ; I suppose one may start by presuming that the two objects which Mr. Long, and afterwards the Act, had in view, were to prevent this demoralising borough council work and to prevent application to the Poor Law ?—Yes.

80506. Those both attacked workers from different points of view, and seriously demoralised their character as well ; and this expedient was adopted to get both the bodies which were demoralising the workman in this way to join forces in order to prevent that demoralisation taking place ?—Yes.

80507. First the joint committees and then the distress committees under the Act were committees which were formed partly of borough councillors, partly of guardians and partly of other experienced persons ?—Yes.

80508. I think it was intended, was it not, that these experienced persons should be persons who had got their experience partly by the means of provident societies into the districts and partly through the charitable agencies of the districts ?—That was the intention.

80509. And as a matter of fact I think that is how it turned out ?—Yes.

80510. As I understand it the proposal which attracts you—I will put it in that way—is that we should extend that principle—that having been successful in preventing a good deal of demoralisation of industry and a good deal of pauperisation of industry, it should be extended ; and that the various agencies of a district which would represent the persons who are inclined to be charitable should combine together in the same way that these two bodies did under the Act ?—Yes.

80511. Is there not a good deal of presumption that the same kind of evil is being done to charitable work by the Poor Law as was found to be done to the ordinary un- employed workman by the action of the regulations apply- ing to an able-bodied man ?—In many parts.

80512. The mere existence of the Poor Law, I suppose, tends to check a certain amount of charitable and provident agencies, does it not, or is that not your opinion ?—Do you mean by giving people the impression that, after all, there is something for everyone to fall back upon ?

80513. Yes ; I suppose the existence of the Poor Law has to a very large extent prevented the development of provident societies, by offering this funds out of the rates ; is that your opinion ?—Yes ; I should think so far as the class of people we are dealing with ever think at all they have sometimes thought that it was unnecessary.

80514. An able-bodied man who is sick can now get relief from many boards of guardians without the trouble of joining a club ?—Yes.

80515. There is another cause which operates, I suppose, and that is the very large number of charitable agencies ?—Yes.

80516. And the great waste of funds ?—Certainly.

80517. Is it your opinion that, to a very large extent, out-door relief might be restricted if these various forces of the community itself were put into motion ?—Yes. My hope is that the number of cases for which outdoor relief seems to be the only solution will be greatly reduced.

80518. So that if you had a combination of all the agencies, municipal and otherwise, in a district and if their source of funds were supplemented by some such central board as you have suggested which would have power over endowed charities (which would in themselves produce a very large source of income) you would not only get a certain amount of guidance for a central body but you would also get a large source of income ?—Yes.

80519. And a source of income, I suppose, which might be used to fortify the power that ought to be exercised in guiding these local statutory bodies in their work ?—Yes, certainly. One hopes that in some such way a larger number of persons would be prevented from ever reaching that position which we call destitute.

80520. It is obvious that considerably more funds would be available under the development of such a system ?—One would hope so, certainly.

80521. In such circumstances you would have a body which was working in two directions—first of all, to pre-

Sweated
industries
and the
minimum
wage.

Desirability
of re-organis-
ing Poor Law
on lines
indicated in
Unemployed
Workmen
Act.

Desirability
of re-organis-
ing Poor Law
on lines
indicated in
Unemployed
Workmen
Act.

Effects of
same kind of evil
is being done to
charitable work
by the Poor Law
as was found to
be done to the
ordinary un-
employed workman
by the action of
the regulations
apply-
ing to an able-
bodied man ?—
In many parts.

Advantages
of re-
organised
committee
system of
relief.

advantages
of re-
organised
committee
system of
relief.

vent distress by developing the provident faculty in working people, and secondly to cure distress by the organisation of the charitable agencies generally of the neighbourhood?—I feel most strongly that some resolute attempt to administer our charities on a better system lies very much at the root of a great deal of this unemployed problem.

80522. The result would be that wherever there was a case which seemed at all hopeful and which seemed at all curable it would probably be taken up by a body which would be very much more efficient than any isolated agency that at present exists?—Yes; it would be more expert.

80523. Therefore, whatever the Poor Law authority of the district was it would only have to deal, or to a large extent it would have to deal, with the hopeless residuum?—That is what one hopes; that before, so to say, any case came before the Poor Law authority, whatever that authority ultimately proves to be, it would have dropped down through the weight of its own unsatisfactoriness, through a network of agencies which might have stopped it getting there if it had been a more satisfactory case.

80524. The statutory committee would be a sort of sieve to prevent the hopeful cases from falling into Poor Law?—Yes, from slipping through.

80525. Then we come to the Poor Law body itself. The present boards of guardians, I think you said just now, to a very large extent have invaded the province of charity by taking up a large number of cases under Poor Law treatment because the community expected it of them?—They tend to do that.

80526. And that the work in the future under this new system which is suggested would leave a very much smaller number of persons to be dealt with?—That is one's hope.

Superiority of
stipendiary
to board of
guardians.

80527. Then we come to the stipendiaries; you prefer the stipendiary to a board of guardians, and I should like to know why?—Because I feel that what you want is to get some quick experienced method of dealing with such cases as come before the community as destitute or as in need of treatment.

80528. I suppose you would prevent the extreme variety of treatment of different boards of guardians?—I was coming to that. I feel further that these authorities who take up any case which has to be taken up will be kept together if they are committees of one body. In the third place this larger body would keep the whole administration of those who are reduced to having to be helped by the community in order and coherence.

80529. And those bodies would receive greater justice you think, at the hands of the stipendiary than they would at the hands of the boards of guardians?—I think if a board of guardians had its own functions and its own policy it would tend to keep cases in its own hands which might perhaps be better treated by some other authority.

80530. Is it because you despair of the present Poor Law boards of guardians that you propose to substitute a stipendiary—because you are dissatisfied with their treatment?—I do not at all despair of boards of guardians—I have known too many excellent boards of guardians and excellent guardians; but I think that certainly in London, as I have said, it seems to have become quite necessary to extend the area over which a board of guardians deals. My only notion in suggesting this stipendiary magistrate is that it is an immediate and ready way of finding some preliminary decision as to how a particular person ought to be treated. Whether the ultimate body which has to control the different treatments to which an individual is to be subjected is the

county council or an enlarged board of guardians is another matter.

80531. As I understand you you hope that a stipendiary would act much more precisely and justly than the board?—I think he would gradually come to be what so many similar officials, whether paid or unpaid, in other countries have been—a real expert friend of the poor.

80532. Would you couple with that closer regulations on the part of the Local Government Board than are at present exercised over boards of guardians. You stipendiary. know they have every wide limits at present, have they not?—Yes. I think that the Local Government Board would probably draw up, from time to time, regulations of a rather definite sort for the guidance of these stipendiaries, whatever they are called.

80533. If the stipendiary had to deal with a very much reduced residuum he could work well under very much more restricted regulations than those which at present obtain in the giving of relief, could he not?—So far as his own action was concerned, certainly.

80534. He would simply apply the regulations of the Local Government Board to the particular cases that came under his attention, but with more certainty and more uniformity than a board of guardians does at present?—One would hope so.

80535. Of course, one does not know how such a scheme would work, but is it your view that it would mean ultimately that he would not have to do with outdoor relief at all, that that would be dealt with by this statutory committee, and that he would practically merely have to refer persons to the suitable institution?—I should hope that the cases that came before him in which the only solution seemed to be outdoor relief would become increasingly fewer as the system got into work.

80536. Then with regard to his method of obtaining information, he would have the applicant before him as a board of guardians does, I suppose?—Yes.

80537. He would have an officer to make inquiries, and that officer, I suppose, would have access to any knowledge which the statutory committee or any of the agencies it represented might have gathered?—I should hope that these officers would be in close and continuous touch with all bodies in the district who were dealing with the poor.

80538. So that instead of the inquiry machine being duplicated it would merely mean that you had a check upon any inquiries that had been made by the voluntary bodies previously by an expert appointed by the Poor Law?—Yes; in the case of good officers it would have that effect.

80539. The stipendiary would not be bound by the results of the inquiries made by the charitable bodies, but the stipendiary's officer would have access to the result of those inquiries, would be able to weigh them, to check them, and to place his own opinion before the stipendiary?—Those inquiries would be part of the evidence that he might call before him in dealing with the case.

80540. So that he would be practically adjudicating on the facts which were laid before him, partly as the result of his own officers' inquiries, and partly as the result of inquiries made previously by other bodies?—Adjudicating, but, if it is not a "bull," not judicially in the strict sense.

80541. He would be simply applying the regulations he received from time to time from the Local Government Board?—To the cases before him, with the evidence which from any source was available for him at the time.

Mr. HARLEY HECKFORD, called; and Examined.

Mr. Harley
Heckford.

80542. (Chairman.) You are the borough surveyor and works manager of Poplar?—I am.

80543. You have prepared a Statement, which if you will kindly hand it in, we will treat as your evidence-in-chief?—Certainly.

The Witness handed in the following Statement.

Extent.

1. Statistics prove beyond doubt that in London, as in other large cities in this country, a considerable number

suffer from unemployment, and the proportion, I believe, has been ascertained. My experience of the unemployed has been chiefly with the labouring and artisan classes, and has extended over several years.

2. Whilst there can be no doubt that a proportion of the unemployed consists of those who never by choice remain in any employment for any length of time, I am satisfied that the great majority of the unemployed remain so, despite very earnest and real endeavours to obtain work. As evidence of this, I instance the fact that some of the

Character
unemployed.

Wide extent
of unem-
ployment.

28 Oct., 1907.

Mr. Harley
Heckford.

28 Oct., 1907.

best, most steady, and painstaking of the men now at work in my department have been selected from the ranks of the unemployed.

3. From time to time I have to engage a number of men for a few days, weeks, or months, according to the extent of the work to be carried out, and I do not know of an instance where a man from the unemployed ranks has been promoted from temporary to permanent work and not done full justice to his work.

Duration of
unemploy-
ment.

4. The period varies very considerably and is dependent chiefly on the condition of trade. Only with a proportionately small number is it chronic, for that means the workhouse, and the average unemployed man I have found to have extreme reluctance even as a last resource to receiving relief in this form, and is prepared to try anything possible to save himself and family from what he considers degradation.

Causes.

Cause of
unemploy-
ment.

5. To my mind the system under which large numbers of men are engaged temporarily from time to time when work is required is the chief cause, as when trade is bad they cannot all find work, and those who cannot, become "unemployed."

Effects.

Effects.

6. Discontentment and, if protracted, then moral and physical deterioration and demoralisation.

Remedies.

Work
provided by
municipal-
ities prior to
Unemployed
Workmen
Act.

7. Such work as that provided by municipalities, prior to the Unemployed Workmen Act, was beneficial in so far as it helped a number of men over periods of distress, and so long as real useful work of sufficient extent can be found at such times it would be advantageous to continue such a system. The great difficulty, however, is to have ready work of such a character as will relieve the number and classes unemployed.

Various
remedies.

8. The Unemployed Workmen Act, 1905; distress committees; labour bureaux; provided work; emigration; labour farms or colonies; trades union unemployed benefit; municipal insurance—all serve a useful purpose.

Character of
unemployed
in Poplar.

80544. (*Chairman.*) I assume that the mass of the working classes in Poplar are rather of a low grade?—There are a fair proportion of mechanics there.

80545. Your experience is that, though there may be a certain proportion of loafers amongst the so-called unemployed, a very considerable majority of them are anxious to work, and find a difficulty in obtaining work?—That is so.

80546. You give, as evidence of this, that some of the best men that you have now in your works department were taken from the ranks of the unemployed?—That is so.

80547. How long ago is that, in the last two or three years?—Three or four years.

80548. I suppose you had a good many to pick from?—Yes, a good number.

80549. Assuming you had many more places, would you have been able to fill them, do you think?—Yes, a great many more than we had vacancies for.

80550. What were these men, were they persons who had rather fallen in the social scale, or were they merely labourers and so on, out of employment?—Chiefly labourers, a few mechanics.

80551. You go so far as to say your experience is that you hardly know anyone who comes from the unemployed ranks who has been promoted from temporary to permanent work, who is not doing well?—Of course, they had worked for us before, and would not have been put into a permanent position unless it was thought they would give satisfaction.

80552. What sort of number have you placed in this way?—During my six years, experience of Poplar?

80553. Taking just the early part, would it be fifty, or as much as that?—I should say from thirty to forty.

80554. How many have you had to select from, some hundreds?—Some thousands.

80555. Therefore, you have had the pick of a very large choice?—That is so.

80556. You still think that you could have got, shall I say, hundreds more?—Easily, deserving men.

80557. Have these men been mostly employed in the building trade?—A few in the building trade; a large number of dock labourers and engineers. A list got out of 2,346 names in the winter of 1904-5, proved that there were some 90 bricklayer's labourers; 35 bricklayers; 89 carmen; 321 dock labourers; 98 excavators; 935 general labourers; 186 painters; and a large number of other trades.

80558. An expression has been used by one of the witnesses which I think is a good one, namely "under-employment." Is there, should you say, a considerable proportion of the unskilled in Poplar that suffers from under-employment?—Yes.

80559. That is to say, they are not fully occupied?—Yes.

80560. If they are taken on for weeks at a time there will, perhaps be a gap, or otherwise they are employed only two or three days a week?—Two or three days a week at the docks particularly; they have to load up a ship in a given time, they work long hours during that time, and then for some days have nothing to do, or for some weeks, very often.

80561. And the result, as you point out, of course, is both morally and physically very unfortunate for the men?—It is.

80562. You think that the Unemployed Workmen's Act, so far as Poplar is concerned, has, on the whole, proved good?—Yes, I think so. It has not been able to do sufficient, but it is good work so far.

80563. If you had a choice, would you prolong it as it is, or would you alter it, or let it be repealed?—I would rather prolong it than have nothing at all, though I think it only touches the fringe of the question.

80564. I assume that you had difficulty in finding work that was good in itself for these persons, without interfering with the work of those whom you regularly employed?—That is so. There are a great number of casual labourers always to be had, and if we take the men from the unemployed ranks, of course these men cannot get a job.

80565. How has your labour bureau worked, do you know?—I really do not know, I have not kept in very exchange close touch with it.

80566. You indicate a number of methods which might all operate towards reducing the amount of unemployment; amongst others you mention municipal insurance; what was your idea about municipal insurance?—I say that all those things serve a useful purpose, though I do not advocate anything.

80567. You had nothing in your mind?—No. I stated that in reply to the questions put on this subject, and I say they all serve a useful purpose.

80568. (*Sir Samuel Provis.*) You refer to engaging men from time to time; are you thinking of men who have passed the distress committee?—During the winter of 1904-1905 we practically only took those men who had passed the distress committee.

80569. Did the borough council provide works with a view of employing those men, or was it that they had need of them quite apart from that?—They pushed on work to provide for the men.

80570. What sort of work?—Street work, paving work, building work, sewer work, and that class of work generally.

80571. Their general municipal work?—Yes.

80572. It was not special work intended for the purpose?—No, it was all useful work.

80573. How did you find the men work?—They worked particularly well as compared with previous winters; we had very much better value than before. Previously we had given the men three days' work and got through a great number of men, but in this particular winter we only got through, I think, altogether 1,350 men against 3,270 the previous winter; but the men worked for a longer period, and we had much better value after they had been working for some time.

Occupations
of unem-
ployed in
Poplar.

Under-em-
ployment in
Poplar, at
docks, etc.

Results of
Unemployed
Workmen
Act.

Municipal
insurance.

Borough
Council work
in Poplar in
1904-5.

ough Council work in Poplar in 1904-5.

80574. That was before the passing of the Unemployed Workmen's Act?—That is so.

80575. You had, before the passing of the Act, determined to give continuous employment rather than a few days' employment?—Yes, the borough council had directed me to do so.

80576. You found the previous method unsatisfactory, and you yourself changed it?—What we did was to put a certain number of men on, and if they gave satisfaction they continued till the jobs were completed. Sometimes the job only lasted three or four weeks, at other times it was four or five months. We found towards the end of the work that we got much better value than at the commencement.

80577. I think I understood you to say that your experience is that the men you got and put on this work, worked satisfactorily?—Satisfactorily as a whole; I do not say they were quite equal to men accustomed to the work.

80578. Allowing for inexperience in the work, did they work fairly well?—Very well indeed.

80579. You had, perhaps, to employ a larger number of men, taking them in that way, than you would if they had been men accustomed to the work?—Yes, I took it for a three months' job to be about 15 per cent. more.

current cases of application for relief.

80580. You have had experience of this sort of thing for two or three years; do you find that they are the same men that come year after year?—We find some of the same men.

80581. Do they differ at all?—They differ sometimes, but we get some of the same men again.

80582. Are the men who do recur the less satisfactory men?—A proportion are.

80583. Is the reason that they come to you that they cannot get employment elsewhere, because they are not such satisfactory workmen?—Yes.

80584. Therefore they rather rely on you to provide for them, seeing they cannot get jobs elsewhere—not because there is not work, but because they are not regarded as satisfactory?—Yes, but we give preference to those who have not been on before.

wages on relief work in Poplar.

80585. (*Sir Henry Robinson.*) What is the rate of wages you pay?—We paid at the rate of 7d. an hour.

80586. Is it the same for the unemployed as you pay to the ordinary men on your staff?—The trade union rate of 7d. an hour.

80587. When you carry out the work of a municipal body is it all work which they would have to carry out in any case?—Yes.

80588. What class of work is it?—I have a long list of the works we carried out in that winter which will show you (*producing a document*).

80589. (*Mrs. Webb.*) Might I ask whether that report is the report of the distress committee?—It is.

increase of rates in Poplar through provision of work for unemployed.

80590. (*Sir Henry Robinson.*) Did this lead to a very great increase in the rates in the district?—Yes, it did.

quality of work done by unemployed.

80591. Were the works carried out on loan?—A large number on loan, but some were carried on out of revenue.

quality of work done by unemployed.

80592. Did you find that these people you employed worked as hard as the other people you employed?—They worked as hard, but the work of a man who was just put on was not so good as it became afterwards. I have seen them with their hands skinned from unaccustomed work.

Municipal relief work in Poplar in 1903-4 and 1904-5;

80593. (*Mr. Loch.*) Can you say what was the amount spent on the unemployed that particular winter?—£65,000.

80594. That comes under the words: "Employed by borough council 1904-5"?—Yes.

Cost thereof and numbers of unemployed assisted.

80595. This would be the series: 1903-4, 3,270 men aggregated 14,520 days at 4s. 3d. per day, at a cost of £3,085 (from rates). In the next year, 1904-5, 1,350 men aggregated 61,990 days at 5s. per day, at a cost of £15,497?—That is for labour only.

80596. That is from the rates, and a grant of £520 from the London Unemployed Fund?—Yes, partly from

Capital and partly from Revenue. The cost of material is very much greater than the labour.

Mr. Harley Heckford.

80597. Then in the third year you have "Employed by Mansion House Committee and by guardians at Shenfield, wages of thirty-one men at Shenfield, £617 from local funds"?—I had nothing to do with Shenfield.

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80598. However, that was the work done in the district? Was that the only work done with the municipality that year?—There were men who were sent to Shenfield. We did nothing particular in the year after that year you mentioned.

Cost thereof and numbers of unemployed assisted.

80599. The next year, 1904-5: "Employed by Committee of London Unemployed Fund," you had ninety-eight men employed at Long Grove and Victoria Park?—Yes. That is the report of the committee. I was not responsible for the cost of it.

80600. That came from the London Unemployed Fund?—Yes.

80601. "Employed by Poplar Guardians, twenty-one men at Hutton's School Farms, Shenfield, £330 (from rates)"?—Yes, I presume so.

80602. Is there anything else not down here that you would have included in summing up what was done for the unemployed year by year by the municipality at Poplar?—You will see a full list in my report. There is the committee's report and my report following on.

80603. In the year 1904 there were a large number of works, smaller or larger, in various streets and places in Poplar?—Yes.

80604. The total estimated cost of which amounted to £65,411?—That is so.

80605. Your note on that is: "The wages paid up to March 24th on the above have aggregated the sum of £16,845, and 1,350 men have been put to work. Deducting a sum of £1,347 paid to the council's regular employees leaves a balance of £15,497 as having been paid to the 1,350 unemployed mentioned. This equals an average of £11 9s. 7d. per head. The length of time employment has been given has varied from a minimum of three weeks to eighteen weeks, and 138 of the men who have been found work for the longer period are still employed. Together with this number there are at the present time 245 men who have been sent to me by you still at work." With regard to the monetary matter was a loan raised by the Poplar municipality to meet the expense?—Yes.

80606. What was the amount of the loan, do you know?—The estimates that are down there. The biggest work was the granite sett paving work in Manchester Road, which was estimated at £24,700. The majority of that amount would be for materials and not labour. In running work of that class, the labour would only amount to about 20 per cent. of the cost.

80607. Was that work which these men were in a position to undertake?—Yes, the excavation connected with it.

80608. Was this £65,000 an extra expenditure for the year generally spread over Poplar?—It has to be repaid in a certain time. The paving works are spread over twenty years.

80609. And the rest?—According to the class of the work; sewer work is from twenty to thirty years, wood paving ten years, and asphalt ten years.

80610. Does this mean that at the conclusion of that year practically the work of this description was done for the district, or would you be spending another £65,000 in the next year?—Not on these streets; on other streets there might be expenditure.

80611. Are the Poplar Council in a position to incur a loan like that another year?—No, they are not.

80612. They are not in a position to incur any expense like that?—No.

80613. The numbers employed varied very much, in 1903 there were 3,270, and the next year there were 1,350, and the next year apparently you did nothing. Was that because nothing was needed?—There was not nearly so much distress the following year, and Poplar felt it had done as much as it could, and it could not afford to do anything the following year.

Mr. Harley
Heckford.

80614. Was it not the latter reason?—I think both; there was not nearly so much distress the following year.

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Relief work
in Poplar in
1905-6.

80615. Taking 1905-6, there again very little was done by you or by outside authorities, but you altered your policy and took a great deal on, did you not?—We had frequent deputations coming before the council, and they urged the council to pass work; the council considered those works which were considered advisable, and they passed the works, and they put them in hand.

80616. Do you think the fact that these works were not undertaken in a previous year in any way affected the population? Was there more starvation in the years in which there was nothing done?—I should say there would be.

80617. As a matter of fact, did you find it so?—I do not come in contact with cases of starvation, but I should say there was more distress that year.

80618. Have you any reason for saying that the able-bodied men in the house, owing to this, have increased in number, there being no work for them by the municipality, whereas there had been in other years?—I am told that the number did increase by that reason.

Examination
and selection
of applicants
for work in
Poplar.

80619. Did you adopt at all the system of employment by piecework?—No, but if a man did not do a fair day's work he was sent off.

80620. What was the number of your dismissals in the last year?—Not many, because the men were carefully examined first of all by the committee, and only those who passed the committee were sent to me. I had always an absolutely free hand, in the event of the men not giving satisfaction, to send them off.

80621. So that you may say the supervision and ganging was better than in previous years?—The system of employment was better than in previous years; by keeping the men on for a longer period you get better value.

80622. Did you have to send away a good many when you employed them in 1903-4?—A good many.

80623. Have you any reasons to suppose that the men sent away in 1903-4 obtained employment?—I do not know.

80624. They simply disappeared?—Yes.

Question of
value of
piecework
system.

80625. Would you in future years, if you had to deal with such men as turned up in 1903-4, adopt the piecework system?—The Poplar Borough Council do not believe in the piecework system.

80626. I am rather asking you what your view is?—I think it is better not to have piecework, if you can avoid it.

80627. Why?—Because you get better value otherwise. Piecework is scamped almost invariably.

80628. When you were dealing with the larger number of 1903-4, did you not find there were many men whom you could hardly control under your system, who might have worked on the piecework system?—Some knew they were only there for three days and did not take the interest which they would have done if they knew by working better they would be retained. I do not believe in the three days work at all.

Effect of
relief work
on permanent
staff in
Poplar.
Gangers on
relief works
in Poplar.

80629. (Mr. Gardiner.) Could you give us the result on the morale of your permanent staff in consequence of using this kind of distress work?—I do not think it affected it.

80630. How did you manage to supply the gangers necessary?—We selected the best of the permanent men as gangers.

80631. And after the jobs were over?—They went back to their other employment.

80632. Did you find them equally satisfactory?—Yes, you get some very good men who work temporarily as gangers or foremen and go back to their work afterwards and work well.

80633. You pay them extra for being ganger?—Yes.

80634. They do not mind going back?—They like it for the time and wish it to continue naturally.

Rateable
value of
Poplar.

80635. With regard to the £65,000, which was raised in 1904-5, what does it do in the £ produce in Poplar?—A little over £3,000.

80636. You used granite setts in Manchester Road rather than wood paving?—Because it was less expensive and more durable.

Comparative
cost of wood
paving and
granite setts

80637. Is it less expensive than wood?—Much less; the initial cost is greater, but you borrow for twenty years, while for wood it is ten years.

80638. You think in a road like Manchester Road it is right to have granite setts?—I think so certainly; that is the main road to the docks.

80639. Do you think the improved quality of the work you got at the end of the period was due to improved physical conditions?—Yes.

Quality of
work done by
unemployed.

80640. Did you notice when the men were first put on they seemed incapable of doing a decent day's work?—A good number seemed incapable of doing a decent day's work, but in that case we gave them sufficient to get a dinner the first day.

80641. You subbed them really?—Yes.

80642. Had you been carrying this out as an ordinary contractor, would you have employed these men?—Some of them. I would not have employed a large number of them, because of their state.

80643. Not of the 1,350?—No, because, as I said, that was 15 per cent. more than the normal rate of pay. Knowing that, of course I could not.

80644. You think it is for the permanent interest of the borough to use municipal work for this purpose; having regard to the fact that Poplar is a poor place, and you want every penny you can get out of your rates?—I do not know whether it is to the permanent interest of the borough. The difficulty is there is a large number of men living in Poplar who work in outside boroughs, but when they cannot get work there they come home to roost at Poplar.

Question of
desirability
of putting
unemployed
to do municipal
work.

80645. You, as borough engineer, are responsible for the conditions of your roads and drains and so forth?—Yes.

80646. Do you think, in the interest of your work, it is desirable to employ such unemployed men for that purpose?—I think under proper supervision it does not affect the work.

80647. Not laying drains?—We do not let men of that kind lay drains; they only do the excavations. We get expert men to lay the drains, and do the brick work, and the setts and that sort of thing.

80648. And the joints?—Yes.

80649. (Professor Smart.) How long have you been in Poplar?—I was appointed in January, 1902.

Experience
of witness.

80650. What was your previous training?—I was surveyor to the Vestry of St. Luke's for four and a half years.

80651. Were you bred an engineer?—Yes.

80652. And you are the borough engineer now as well as the surveyor?—Yes.

80653. You believe that unemployment is an economic phenomenon and not a mere accompaniment of bad character?—That is so.

Unemployment
an economic
phenomenon.

80654. You think unemployment has become permanent?—I am afraid so.

80655. I understand where possible you have made openings in your borough department for unemployed men who have proved themselves deserving cases. Do you give those men temporary work or permanent work?—When they have been taken on temporarily, if a vacancy occurs in a permanent position, the best man of the unemployed would be put in to fill that vacancy.

System of
employment
relief in
Poplar.

80656. What number of staff do you usually work with?—From 500 to 600 is the normal staff.

80657. It is a kind of elastic staff—you extend it as much as you find necessary?—According to the work to be carried out.

80658. Not according to the unemployed workers sent to you?—When there are unemployed, the council direct me to push on with the work: for instance, supposing a work is contemplated in the spring, and the council are aware of that, and there is a large number of unemployed in the winter, a few months before, we should start the works earlier than we should otherwise.

System of
employ-
ment relief
in Poplar.

80659. That is anticipating?—Yes.

80660. Supposing there is no work you can anticipate?—There always has been.

80661. Would you be in favour of extending the system, and making your department a kind of reserve for unemployed workmen?—No, I do not think it is advisable.

80662. But actually a very large proportion of your staff does consist of those that have come from the ranks of the unemployed?—That is so.

80663. And have been recommended to you by councillors perhaps?—Some have been recommended by councillors.

80664. Any large proportion?—No, only a few.

80665. I suppose in most large corporations the anxiety of every works manager is to get the work done in the cheapest and most efficient way?—Yes.

80666. This leads them rather to select the *élite* of the workers?—Yes.

80667. Is it not the fact of the case generally that municipal labour offers the best wage, and the best conditions, and so deservedly attracts the very best men of the class?—Yes, I think so.

80668. You look on casual labour as not only an effect but a cause of unemployment?—Yes, undoubtedly.

80669. And the best thing we can do is to decasualise the labour as much as possible?—Yes, I think that is a remedy, if it can be carried out; it is a difficult matter.

80670. Your statement is so suggestive that I ask this further question: have you ever thought of any scheme or any kind of work which could always be ready in reserve to put unemployed men to. You seem to have been wonderfully successful in finding work for the unemployed. Can you suggest any scheme for other corporations by which work could always be ready, to be taken up or dropped?—I do not think I could suggest a scheme whereby work could be found year after year. We have only been able to find work in Poplar on account of doing a lot of work one year and skipping a few of the other years; practically getting our work to such a pitch that so much would not be required for several years.

80671. You have not done work at any time that you would not have done in the ordinary course of a year or two later?—That is so.

80672. You have never "made" work?—No, we have started it probably a little earlier than it would otherwise have been started.

Proper rate
of wages for
employed.

80673. I suppose your view of an unemployed man after all is this, that he is a person who has been employed; therefore you ought to expect a full day's work from him, and, therefore, he ought to be paid a full day's wage?—Yes.

80674. If not you turn him off?—Yes.

80675. You do not give him any special mercy because he is unemployed?—No.

80676. You approve of farm colonies, I see?—Yes.

80677. Do you do that from experience?—I think they serve a useful purpose; they employ a certain number of men; it is better that than not having any work at all.

80678. Do I understand that you approve of them rather from what you know of the failure of ordinary relief work to meet the case?—Yes, more so.

80679. Do you think that a farm colony is a better way at least than that?—Yes.

80680. Would you like a farm colony attached to your own borough?—In so far as it would employ a certain number of men we could not employ.

80681. Would you suggest that a farm colony be attached to every large employment centre like yours?—So long as they get useful work there it would be useful.

80682. What kind of men would you send there?—The general labourer, and those you could not find other work for.

80683. Is it a last resort: you would rather prefer to employ them under yourself?—It depends on the class of labour: of course a mechanic would not care to go to a farm colony. If he could not get anything else to do he would go down there ultimately.

80684. You have not any particular aim in suggesting farm colonies?—No, except that so long as men could be employed there usefully it is a means of relieving distress.

80685. You look at it only as a means of tiding over, not as providing employment permanently?—Yes.

80686. You never thought of it as passing men on to emigration or to the land generally?—I should say it would be very useful training for that purpose.

80687. But principally you regard farm colonies as a kind of relief work for tiding over?—Yes.

80688. (*Chairman.*) Would you want a labour colony for test purposes to see whether the application is a *bona fide* one?—It would be extremely useful for that purpose, I should say.

80689. You might have it as a test; if it is to give employment it would have to be on a very large scale?—Yes. Of course, if the applicant knew it was a test he would do the best he could for the time being, even if he was not genuine.

80690. Did many of the people coming under your hands fail to pass the test that you thought it necessary to put them to?—A few did, but the majority did their best; they were really decent deserving men.

80691. (*Mrs. Webb.*) Could you tell us about the previous experiments in giving work to the unemployed. How many years have you been giving work to the unemployed?—The winters of 1902-3, 1903-4, and 1904-5.

80692. In 1902 under what body did you work, was that the Mansion House Fund?—No, the borough council did it; the year was a hard one; deputations came before the borough council, and the borough council were aware there was a large amount of unemployment in the district, so they did their best to relieve the distress.

80693. 1903-4 was the same?—Yes.

80694. Was 1904-5 under Mr. Long's scheme?—No.

80695. That was still your own scheme?—Yes.

80696. What was 1905-6?—Practically nothing was done so far as the council is concerned.

80697. And 1906-7?—The borough council did practically nothing.

80698. So you stopped doing anything in 1904?—The winter of 1904-5. We did a tremendous amount of work during that season.

80699. Did you notice any difference in the conditions that were imposed of eligibility for employment, or the conditions of life in those years in which you were giving employment?—The third year we got much better men than the previous two years, the committee sifted them out very carefully and sent them to me. I was directed to keep the men on if deserving until they finished the job. The men had an incentive to work, and they did a great deal better than those who were only sent to me for three days.

80700. When first you started you limited it to three days?—Yes, we got a greater number of men and it was limited in time.

80701. The experience of the committee led them to discontinue that?—Yes.

80702. Did they go on giving three days' employment?—Not after 1903-4.

80703. In 1904-5 it was continuous?—Yes.

80704. You spoke about piecework just now, and I gathered that you were against piecework?—That is so.

80705. Does that relate to any experience you have had in dealing with unemployed workmen?—No; my experience generally of employing labour is that when men are put on piecework they get through more work, but they scamp if they have an opportunity of doing so.

80706. What sort of piecework do you mean, building or what?—You would set out so much for them to excavate or so many bricks for them to lay, or so much plaster work for them to do, as the case may be.

80707. Is it not difficult to settle the piecework rate for that class of work?—There is no difficulty at all; it is often done in that way.

Mr. Harley
Heckford.
28 Oct., 1907.

Employment
relief by
Poplar
Borough
Council,
1902-1905.

Improve-
ment in
system of
relief
work in
Poplar in
1904-5.

Disadvan-
tage of
piecework.

Casual
labour.

Municipal
relief work
in Poplar.

Labour
colonies.

Mr. Harley Heckford. 80708. It is generally done in that way by sub-contract, is it not ?—It is often done by contract.

28 Oct., 1907. 80709. It is piecework rate to the headman, but time rate to the subordinate men ?—It is often done that way.

Disadvantage of piece work. 80710. Did you attempt to get a piecework rate for all men ?—We tried to get as much work done, or nearly as much work done, as if working by piecework, and we paid so much an hour.

80711. When you tried piecework was it co-operative piecework ? Did you give it to a little gang of men who divided the amount you gave, or how did you work it ?—The little piecework has been done direct. The only piecework as a matter of fact I have had done since I have been there has been bricklaying, and the men were required to lay so many bricks for a day's work.

80712. Each individual, not merely the gang ?—Yes ; that was in a tunnel where it could not be seen, and we found they scamped it ; they did not flush up their joints as they ought to have done.

80713. In that kind of work you really did give piecework ?—Yes.

Qualification demanded of men relieved by Poplar Borough Council. 80714. May I ask whether the committee who sent the men selected the men, or did you ?—The committee selected the men and sent them on to me ; I had the right, if I thought the men were not working as they ought to work, to dismiss them at an hour's notice practically.

80715. What sort of qualification did the committee exact ? Did they exact a limit as to residence ?—Yes, twelve months' residence.

80716. And as to having a family. Did they refuse single men ?—They gave preference to married men with families.

80717. Did they make any kind of inquiry whether a man belonged to a trade union or not ?—No, they never asked that question, it did not matter whether a man belonged to a union or not.

80718. Did they make any kind of inquiry whether he had received Poor Law relief ?—Yes, they asked that question, I believe.

80719. Did they verify his answer ?—Yes, in every case. They had an investigator going round for the purpose.

80720. Did they visit the home and see that the conditions of the home were right ?—Yes ; I believe the home was visited in every case as well.

80721. You were quite satisfied with the inquiry ?—I believe a very thorough investigation was made of each case.

80722. That is to say in the third year ; you were not satisfied before ?—I was not satisfied with the work that I had from the men before. I should say under the three days' system the labour cost 100 per cent. more than it should have done, whereas I estimate that in work extending over two or three months the manual labour did not cost above 15 per cent. in excess.

80723. Why was that extra cost ? Was that 15 per cent. due to the fact that the men were not working at a thing they were accustomed to ?—Yes, chiefly.

80724. It was not because it was municipal work ?—No, they improved as they went on. If you take a work which lasted three months it might have cost 30 or 40 per cent. more than it ought to for the first week or two, but at the end of the work they were almost just about doing as much work as any man would do at that particular class of work.

80725. Who did you get to look after these men in the way of supervision ?—We have our regular inspectors of work and foremen. Supervision of unemployed in municipal works in Poplar.

80726. Did you choose those inspectors with a view of dealing with unemployed men ?—No, they were the regular inspectors. Each inspector has so many foremen, and the foremen have so many gangers ; the gangers were taken from the council's regular men, the best of the regular men.

80727. Did you find a particular type of man more successful in getting work out of these unemployed men ?—No ; generally it was all round the same. I have the reports from the foremen and inspectors, and they generally record that the labour cost about 15 per cent. more.

80728. (*Mr. Nunn.*) When you were speaking of the market rate of wages you were not speaking of the work which was done under the Act, I suppose, and the wages which were paid to the unemployed ?—No. The rate of pay that Poplar has paid has always been the trade union rate of pay. Wages paid to unemployed in Poplar.

80729. Not to the unemployed under the Act of 1905 through the distress committee ?—The council has not employed any unemployed practically since then.

80730. (*Chairman.*) Should you say the majority of those who applied were persons who were chronically under-employed ?—I should think the majority were. A large number were men who had been in regular employment, such as mechanics, carpenters, carmen, and so on. Class of persons Poplar.

80731. The majority were under-employed, but there was a strong sprinkling of men who had been regularly employed ?—Yes.

Mr. Hubert Hammond.

28 Oct., 1907. 80732. (*Chairman.*) You were superintendent of the Fambridge Labour Colony ?—I was superintendent, it is now closed.

80733. You have prepared a Statement which we will treat as your evidence in chief if you will kindly hand it in ?—Certainly. (*The Witness handed in the following Statement.*)

Labour Farms or Colonies.

Advantage of labour colonies. 1. Farm colonies, if properly managed, appear to be a very suitable way of relieving unemployment and distress. The work is of so varied a nature that it should be possible, on the one hand to test the colonists' willingness to work by starting them on the more laborious operations, and on the other hand to find light and easy work, for a time, for the men who come on the colony physically unfit through privation.

2. The colonists do greatly improve in health and physique, and are enabled to earn at least a portion of their own living, and would probably, under good management, tend to become entirely self-supporting.

Bad effects of present system of labour colonies. 3. At the same time, it is certainly the case at present that the system obtaining is demoralising. The large proportion of inefficient and unsuitable men (probably due to the lack of care in selection by the distress committees), and the absence of sufficient supervision of the men's work, bring down the pace of the whole, and there

called ; and Examined.

exists a general feeling amongst the colonists that they are only engaged in temporary relief work to keep body and soul together. Bad effects of present system of labour colonies.

4. They have no hope for the future, no matter how hard they work nor however well behaved they may be, and, as a consequence, there is a general slackness. This can only be overcome by some system which holds out a prospect of permanence to those men who show themselves hardworking and reliable.

5. As things are at present, the men know that they have only a short period (four months) of work to look forward to ; they are separated from their families, their wives receive an allowance which is barely sufficient to provide the necessaries of life, and they know that at the end of their time they must resume the hopeless search for work. This knowledge does not inspire them with zeal.

6. Four months, in any case, is useless for giving a townsman any useful training in farming or gardening. Reforms necessary in labour colonies.

7. Those men who prove themselves thoroughly unsuitable should be discharged or transferred to a penal colony.

8. Those who show aptitude and industry should be kept on for a longer period.

9. Really good men could be selected from the latter class for drafting on to small holdings, where they would have their families restored to them, and could be taught to be entirely self-supporting.

10. For the successful working of a colony it is necessary that the men be in charge of gangers, not only to instruct them, but to enforce a fair day's work. When the men are kept well up to their work, they are far happier and much less inclined to grumble.

11. It ought also to be possible to reward those men who really try to do their best.

12. At Hollesley Bay the men on the farm and garden have worked without any proper gangers, and there has been a decided tendency for them to become lazy and dissatisfied. Good work was done at Hollesley Bay at building and brickmaking, but the men engaged were under the supervision of a building foreman.

The Temporary Relief Colony at Farnbridge.

13. This colony has been in existence rather more than a year.

14. Over 900 men have been here since the start, but the maximum number employed, at any one time, was 180.

15. The colonists have built a new sea-wall and rebuilt a considerable extent of damaged wall, by which some 200 acres of submerged land have been reclaimed.

16. The work—digging and wheeling heavy clay—has been very laborious, and the conditions here, especially during the winter, have been exceptionally severe, and particularly so as the colonists are all London men, many of whom have spent all their lives at indoor occupations.

17. They have worked in gangs of about fifty, each in charge of a ganger, and the majority have worked cheerfully through the bitter weather at this exposed and desolate place during the winter. They have frequently worked wet-footed, with clay and slush right up above their knees.

18. More than half the men are described as labourers, but there were artisans and mechanics of all descriptions, such as painters, carpenters, french-polishers, boot-makers, electricians, engineers, leather-dressers, etc.

19. The majority were of little use for the first few weeks, either from starvation or from being set to work which they had had no experience of; but they showed a marked improvement by the end of the first month, and this improvement has been progressive.

20. Those men who showed no improvement in their work or proved themselves lazy, were discharged at the completion of their first month.

21. It was found necessary to keep some twenty paid men, used to sea-walling, to do the skilled work, but some of the unemployed men became almost as useful at the end of their period of four months.

22. It has also been necessary to retain a number of the best men beyond the usual period, so as to always have some useful men available to distribute among the raw new-comers, and forty have been selected to stop on after completing four months, and are paid an extra 1s. per week. The privilege of a further period of work and the extra 1s. has proved a great incentive to good work and good conduct.

23. The working ability of the men who have passed through Farnbridge Colony during the last six months is as follows:—

Good workmen	-	-	-	-	-	205
Fair	"	-	-	-	-	166
No good or unsuitable for this class of work	-	-	-	-	-	88
Not here long enough to judge	-	-	-	-	-	6
Total	-	-	-	-	-	465

24. This gives a proportion of 44 per cent. who have proved themselves good workers, 36 per cent. who have done their best, but who have not had the same strength or skill as the best men, and 20 per cent. who ought not to have been sent to the colony.

25. Only 14 per cent. have obtained work, and the majority are certainly deserving of a better fate than to drift down to chronic unemployment and consequent pauperism. Many are men who will never obtain permanent work in London again, having passed their prime.

26. Even the 20 per cent. undesirables could be dealt with on a penal colony, and while they were compelled to do something for their own and their families' support,

the children could be prevented from growing up equally useless and expensive to the State. *Mr. Hubert Hammond.*

27. All the remainder could be successfully dealt with by State provided work—reclamation of submerged land, afforestation, and preparing land and building the necessary State houses, etc., for small holdings. This latter work was done on a small scale at Hollesley Bay, and in my opinion was the best work done by the unemployed there. *Oct., 1907.*

28. And I believe that from the unemployed themselves it will be possible to select men who will successfully manage small holdings on their own account, and so not only reduce the numbers of unemployed now, but help to permanently solve the problem by bringing up a healthier and more useful race to follow them.

29. In conclusion, I am very glad to be able to say that I have found the men grateful for the efforts made on their behalf. In trying circumstances they have behaved admirably, and there has been very little misconduct or grumbling.

80734. (*Chairman.*) Under whom was the Farnbridge Labour Colony?—Under the Central Unemployed Body for London.

80735. Did they initiate it, or was it in operation before?—They initiated it.

80736. How long was it in existence?—About fourteen months.

80737. In the earlier part of your Statement you express a very strong opinion about giving employment for a limited period. You think it is demoralising, and the lack of prospect of permanence affects the men detrimentally? *Effects of giving short spells of work.*

—Yes; they know that they are only there for four months and they do not put the same heart into their work as they would, or as one would expect them to, if good conduct on their part would produce any permanent result. At the end of the four months they are just as badly off as they were at the beginning.

80738. Have you been able to trace what happens to the men who are employed for these four months and then go back to London?—No, but I have had a large number of letters from them imploring me to try and get them back to that or other colonies.

80739. You would prefer to take a less number of men and keep them longer?—I think I should.

80740. At Hollesley Bay you think there has been a tendency in the people on the garden and farm to become dissatisfied and lazy?—Yes, but not necessarily because they are there or because they are unemployed, but because any crowd of men would do just the same thing with the same conditions and the same lack of supervision. *Tendency to laziness and need of supervision.*

80741. You attach great importance to effective supervision?—Yes.

80742. I suppose you may say that the less skilled and practised the men are the more you have to increase your supervision?—Yes, for two reasons; for the good of the men, to make them work better, and also to get better results out of them on the remunerative side.

80743. At Hollesley Bay they have done some good work in the way of building and brickmaking. Do you know whether the persons engaged in that work were accustomed to that work, or were suddenly put on to it?—Most of them had been accustomed to building work. The brickmaking was quite fresh to them. *Building and brickmaking at Hollesley Bay.*

80744. Now, we come to Farnbridge. Was the period of employment the same as at Hollesley Bay, four months?—Yes. *Farnbridge: work done by unemployed.*

80745. The idea was the same, although the work was rather different?—Yes.

80746. What did you do, did you reclaim some land from the sea?—Yes, we repaired a large breach in the sea-wall.

80747. Did your work stand?—It is standing.

80748. It has stood the test of the sea?—I have not the slightest doubt it will; it has not the sea on it yet.

80749. I thought the wall had fallen in?—With respect, that does not touch the unemployed problem or the central body.

80750. We want to get information?—The engineering advice on that work was unsatisfactory.

Mr. Hubert
Hammond.

28 Oct., 1907.

80751. Was it difficult work?—I do not think it was extraordinarily difficult. The work that went wrong was done by the contractors, not by the unemployed at all, and the superintendent of the unemployed at that time had very little say in the matter. The consulting expert decided what should be done and how it should be done.

80752. Why was the colony closed, I understand it has been closed?—The work was finished.

80753. What has been the result, have you reclaimed any considerable amount of land?—I believe that we have saved at least 1,500 acres from the possibility of being flooded, but the central body have only got 200 acres. They are actually supposed to have reclaimed 200 acres.

Cost of work
at Fam-
bridge.

80754. What was the amount of money expended in saving this?—The amount of money expended was altogether ridiculous in proportion to the work done. I believe it totalled up to about £25,000, but a very large amount of that money was wasted through bad advice, trying to do almost the impossible, and having to do the same work over three or four times.

80755. That £25,000 would include, I suppose, the contractor's work?—Yes.

Efficiency of
men
employed at
Fambridge.

80756. So far as your own people were concerned, you were well satisfied with their inclinations and the result of their work?—Yes, I was very well pleased with the men.

80757. Out of 465, about 44 per cent, proved themselves good workmen and 36 per cent had done their best; by that I suppose you mean it was new work to them, they were not accustomed to it?—Yes, a lot of these men had never done outdoor work of any sort at all, they had perhaps been in a factory all their lives, and they were set to work they were quite unsuited to, but they did the best you could possibly expect them to do.

80758. About 20 per cent. were bad or indifferent?—Yes.

Work
obtained by
men after
leaving
Fambridge.

80759. 14 per cent. of those you had under you have got work?—Yes.

80760. Are they still employed do you know?—That we cannot tell, we only know they got work.

80761. Did they get work on your recommendation at all?—No.

80762. Did they get work through the local gangers, do you know?—I should say nearly all of them got work themselves, either when they went up on furlough, or through former employers writing to them.

Advantages
of penal
colony.

80763. As regards the 20 per cent., you would like to deal with them by a penal colony?—Yes.

80764. I suppose the way you would work it would be that persons would be sent down to a relief colony such as this, and if they did not conduct themselves properly they would be sent on to a penal colony?—I think that would be far more satisfactory than the present arrangement. The only thing that a superintendent of either of these colonies can do now with an ill-conducted man, is to send him home, and that means that it may not punish the man much, but it certainly punishes his wife and children.

80765. If you sent him to a penal colony, you would want some power of detention to keep him there?—Decidedly.

80766. What effect do you think it would have had on, say, this 20 per cent. if they had known you had got this power behind you? Do you think that would have made them exert themselves more?—I think so.

80767. I suppose any man could leave when he chose?—Yes.

80768. Did any leave of their own accord?—Yes.

Suitability
of small
holdings for
townsmen.

80769. What are the class of men that you think might successfully manage small holdings; are they men who were countrymen accustomed to horticulture or agriculture, or are they mostly townsmen?—I think the countrymen have the preference.

80770. Did the others show any aptitude for this sort of work, gardening and so on, men from the towns?—Some of them are very smart and intelligent at gardening

in fact they are more intelligent than the countrymen, they will pick up a new thing that they have never done before far quicker.

80771. Were they keen about this sort of work?—I cannot say that they were. You see they had nothing to see in front of them; they cannot see any definite result of what their work is leading to; they have to take it all on trust so far.

80772. You think that if there was a prospect before them, that they might be able to manage small allotments or small holdings, it would be better?—Yes, I am quite certain that if there were some small holdings going, which these men could see for themselves, or at any rate get information about, it would certainly inspire them with enough zeal to qualify themselves for similar holdings. At present they have nothing to look at; they have no object lesson of the sort, except in a limited way.

80773. Should you say that the majority of the men you have to deal with were in a chronic state of under-employment or were short of employment, or that it was only an exceptional difficulty they were in?—I think a very large number of them were chronically unemployed. Industrial status of men relieved at Fambridge.

80774. That is to say that they were short of full employment, or was it seasonal unemployment?—The employment of quite a number of them is gone, they will never get any more, their trade has disappeared. In the case of the Arsenal, the men will never get back there.

80775. You have had men from the Arsenal?—Yes.

80776. How did they turn out?—It was a very decent lot of men we had, but I think their case is practically hopeless in the ordinary labour market. They are men who have been earning £2 or more a week in the Arsenal, and are quite worth it to the Arsenal, but they are utterly useless to an ordinary employer. They know nothing except the trade they have learned in the Arsenal. We have had such men as those doing housework, indoor work, on the colonies.

80777. Of course, Woolwich men are rather exceptional. Had you many more from other parts of London, or other trained industries, of the same character?—I do not know personally of many other instances, but we have had examples of trades that have ceased to exist and been replaced by machinery, coopering for instance.

80778. Those men that have been in permanent employment which they have lost, either through reductions, or changes in machinery, I assume would be of a superior stamp to the casual labourer?—Yes, quite a different stamp.

80779. What proportion would there be amongst that class, say amongst the 900 who passed through your hands? Would there be any considerable proportion?—I could not give that offhand. I think the figures could be got at. Probably the central office could get out a tabulated statement of the whole number of men there.

80780. Would it be quite a considerable percentage of the number?—It would not be a big percentage at Fambridge, because the tendency seemed to be to send the roughest men they could down there. It was a rough unpleasant job, and the rougher type of men were sent. System at Fambridge.

80781. (Professor Smart.) What was this Fambridge labour colony; was it a colony of men located on the spot?—Yes, the men were all married Londoners sent by the Central Unemployed Body through the various distress committees to Fambridge. They were housed and fed there and sent home on furlough once a month, in precisely the same way that the men at the Hollesley Bay colony are.

80782. What buildings did you get for them?—There were buildings on the place, disused works, which were rented for the purpose.

80783. And the men all came from the central body?—Yes.

80784. When did you come to be superintending them?—At the beginning of January last.

80785. What was your previous experience?—I was at Hollesley Bay from the start of that colony, and previously to that I was enquiry officer to the first distress committee at Woolwich under Mr. Long's scheme.

80786. And now, might I ask?—Now I am back at Hollesley Bay.

80787. You complain of the general slackness at Fambridge; you say the least fit sets the pace, and it is always considered temporary relief, not educational work?—I was alluding to Hollesley Bay there. At Fambridge the men were well looked after by gangers and their work was satisfactory.

80788. You consider the four months useless as training, and there is no future for the men, so that they are set up for the moment in health and then fall back?—Yes. I think it is quite impossible to teach any man gardening or farming work in four months.

80789. You advocate penal colonies on the one hand for the thoroughly unsuitable persons, and a longer period for the suitable, and then drafting the better men off to small holdings?—Yes.

80790. I gather you see little good in farm colonies, unless they lead to small holdings?—I do not.

80791. Farm colonies have some little value as tests, surely?—Undoubtedly they are of great value as tests.

80792. Better tests than you have in ordinary work supplied by a borough council?—Yes, I think so because you have such a varied assortment of men to deal with. A good proportion of them could not be dealt with on borough council work, they would be fired out as unsuitable straight away; but at a farm colony we can find work for all sorts of men, and test the willingness of the physically weak as well as the navvies.

80793. You are very strong upon the necessity of gangers both for training and for enforcing work?—Yes.

80794. You say Hollesley Bay has suffered from the want of ganging. I thought Hollesley Bay rather prided itself upon its ganging system?—That is just my opinion. I do not think the ganging of the men is at all sufficient. There is a large number of men spread over a very large area.

80795. Have you vented that opinion before?—No, I have had no opportunity.

80796. You apparently think that Fambridge has had better results than Hollesley Bay?—I felt amongst the men that they showed signs of being more contented, and they most certainly did far better work.

80797. And they showed a marked improvement also?—Yes, they showed a very marked improvement. I went through every one of them at the end of each month when they went home, and recorded their work and conduct, and in almost every case they showed up well at the end of the four months. Perhaps at the end of the first month they were classed as fair; at the end of the second month the man who was only fair would be good, and at the end of the fourth month he would be very good. There was a general tendency among them to improve.

80798. I believe you would have a ganger over fifty men. I suppose it was possible at Fambridge, but would it not be difficult at Hollesley Bay: fifty men would cover a large area?—It would be more difficult, but if the ganger has nothing else to do but look after fifty men, he will get it done. He cannot always be watching all of them, but he can shift himself about from place to place, and he will certainly be able to detect the lazy men.

80799. Is the expense the reason why more ganging is not employed at Hollesley Bay, or do they differ with you in your opinion?—I should imagine it is the difficulty of expense. The original idea appeared to me to be to run Hollesley Bay as economically as possible, and to have as small a staff as it could be worked with.

80800. Do you not think they had the idea that the men ought to be trusted a good deal?—There is that idea as well.

80801. I see you scored your success by having a number of paid men guiding the unemployed. You had twenty paid men I see on the seawalling, to do the skilled work?—Yes, we could have done with less of those skilled men if we had had our own trained London men on permanently, but as soon as they got useful they had to go.

80802. I see again that you kept forty of the best men at an extra 1s. ?—Yes. *Mr. Hubert Hammond.*

80803. You came to the conclusion that 44 per cent. had proved themselves good workers?—Yes, during the six months that I had experience of the colony. *28 Oct., 1907.*

80804. But unfortunately only 14 per cent. of those have obtained work since?—Yes. *Numbers obtaining work after leaving Fambridge.*

80805. Have you followed them subsequently?—No, after they have left the colony I know nothing of them, but only 14 per cent. obtained work to my knowledge. Of course, some of them who were discharged at the end of their sixteen weeks may have got work since, but I do not know.

80806. You mean 14 per cent. of the whole number, not 14 per cent. of the 44 per cent. ?—This is dealing with a total of 465 men, and the proportion of those.

80807. (*Chairman.*) That is during the last six months?—Yes.

80808. (*Professor Smart.*) In regard to that matter of cost of work of cost, was not the original estimate £8,000?—There at Fambridge or thereabouts, I believe it was, but on a previous attempt by the landowner I believe £8,000 was spent, and the whole of that was washed away, so that in the face of those facts the estimate was an absurd one.

80809. What was the basis of that £8,000. Was it considered that 200 acres of reclaimed land would be worth anything like £8,000?—No, the original estimate was £5,000, and I believe the Central Body saw that the land certainly was not worth that, but they considered that the work they would be able to give the men would make it worth while attempting.

80810. What would be the value of the 200 acres?—It was valued at £800, but that is rather a pessimistic valuation. It is not worth more than £1,000 though.

80811. Is it true that a great deal of indirect good was done to the other farmers in the district?—Yes. *Results and value of Fambridge reclamation.*

80812. That was clearly foreseen?—I take it that was taken into consideration.

80813. The work was not done simply in order to reclaim 200 acres of land?—No. The piece of land that is now safe from the sea is very much more than that 200 acres.

80814. Formerly it was inundated now and then?—Yes, so much so that at one time the railway line was flooded, and the passengers had to leave the trains and be conveyed by brakes a short distance till they got to the other side of the flood.

80815. Do you agree with an opinion commonly expressed that the work would never have been undertaken at all by private persons?—Most certainly it would never have been.

80816. It was to no one's interest?—No. I do not think really it was worth doing at all.

80817. I thought you might have thought it was worth £8,000 on the whole, but certainly not worth £25,000?—If it could have been done for the £5,000, I should not have objected to it so much, but it obviously could not be done for that sum.

80818. Then it was a clear case you consider, of "making work"?—Yes.

80819. (*Mr. Phelps.*) What was the state of the colonists when they appeared, as a rule? Did you find many cases of people who were underfed?—Yes. *Physique of men on arrival at Fambridge.*

80820. Had you any medical advice with regard to those?—I had a doctor whenever he was wanted. We got the men treated as a club.

80821. Supposing people came in very varying states of physique, how did you decide what sort of work to put them to?—I very soon found out what to do with them. If I saw a man was obviously in misery I took him off the work, and put him to chopping wood, or something like that for a week or so.

80822. You proceeded on your own judgment; you did not proceed on medical advice necessarily?—No.

80823. After their physique there comes the question of aptitude. Did you find that many of them knew how to handle a spade?—Yes, at Fambridge they were more or less selected. The people who selected them knew *Aptitude of men for spade work at Fambridge.*

Mr. Hubert
Hammond.

they would have to do heavy spade work, but there was, on the other hand, quite a large proportion who obviously had never handled a spade.

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80824. How long do you take it it takes to teach a man of average intelligence, an average Londoner, spade work ?—He ought to get into it within a month.

Dietary at
Fambridge.

80825. Who prescribed and arranged their dietary ?—I presume originally the Visiting Committee would have done that. When I got there the dietary was in existence ? and I did not alter it very much.

80826. You did not watch over it from the first ?—I did not institute it there, but it was practically copied from the Hollesley Bay dietary, because the cook there had been assistant cook at Hollesley Bay, and he followed the Hollesley Bay method.

80827. Were you there from the first, or did you join when it was a going concern ?—I joined Fambridge after it had been going something more than six months.

Right of men
to leave the
colony.

80828. What rule had you with regard to detention, had you any ?—No, we had no power of detention at all, a man could leave whenever he liked.

80829. Did many people so leave ?—Not a large proportion.

80830. Did those who left turn up again ?—If they left with a real reason they did, but if they left for no reason they were not allowed to return.

80831. Did you hear anything of the future history of any of those who ran away ?—I did in one case, I was subpoenaed to give evidence at the police court.

Question of
drinking at
Fambridge.

80832. What was your distance from the nearest public-house ?—The nearest public-house was just opposite the office, it was not five minutes away.

80833. Had you any rules with regard to that ?—None at all, except that the men were not allowed to get drunk. We did not attempt to keep them out of the public house at all.

80834. You do not know at all what kind of business the public-house did in consequence of the colony ?—At one time during the first six months I think they did a very good business.

80835. How do you account for the difference after the first six months ?—Partly the change in the proprietorship of the hotel, the second man was rather a better stamp of man, and the men seemed to have settled down more, the 1s. a week, and the prospect of being kept on as selected men made a very considerable difference. That was one of the first things I fought for, to get something to hold up in front of the men to encourage them to behave themselves.

80836. To give them a motive ?—Yes.

80837. And the presence or absence of that made a real difference ?—Most certainly it did.

80838. (Chairman.) After how long did they get the 1s. ?—After they had been there twelve weeks.

80839.—The last four weeks they get a 1s. ?—Yes, and there was also the chance of being kept on should a vacancy occur among the 40 men.

Nature of
work at
Fambridge.

80840. (Mr. Phelps.) These people were mainly engaged in digging and wheeling and stacking chalk and clay, were they not ?—Yes.

80841. Do you think that had any educational value for their future chances ?—Not very much. There would not be any sea-walling work for them to do anywhere.

80842. Sea-walling work is very skilled labour really, is it not ?—I should not say so, I could go and do any of it.

80843. Is there not a class of men who monopolise that class of work ?—Yes, a class of men who have been trained up to it from boyhood, and know exactly what to do. You could not attempt any sea-walling without some such men working on it.

80844. You think there is a place under them for comparatively unskilled labourers, working under their direction ?—Yes.

Case of man
going into
farm work
from Fam-
bridge.

80845. Did you have any cases of men who went into farm work from Fambridge ?—I only know of one case. There was one man who got a job on a farm, and he is still there. It is quite a small farm that he is working on, but he gets some sort of a living there. I do not suppose he earns more than 13s. a week.

80846. Is he a married man ?—Yes.

80847. Is his wife with him there ?—Yes.

80848. They have a cottage there, I suppose ?—Yes.

80849. Had you any animals at Fambridge ?—No.

80850. You had no horses or cows ?—We had only one horse.

80851. Taking the case of Hollesley Bay in that matter, Farm at Hollesley Bay they would learn a greater variety of subjects ?—Yes, men sent there preliminary to going to Canada get a very good training ; they are taught to milk and use farm implements and look after horses. I think that part of Hollesley Bay is undoubtedly useful.

80852. And you find the people take an interest in that, and throw themselves into it ?—Yes, some of those men who have gone to Canada did very well on the farm.

80853. With regard to small holdings, what length of Small training do you think an average Londoner would require before he was fit to take a small holding, a quick man at picking things up, as they sometimes are ?—It is only a matter of opinion, there has been nothing done that one can base one's ideas upon. I should say three years.

80854. You say that Hollesley Bay would be useful if it prepared people for small holdings. Have you thought over the question of how the capital for small holdings could be provided in those cases ?—Personally I have not done that ; but I have seen a scheme proposed by which the small holdings would automatically repay the capital laid out on them.

80855. Have you any experience of those experiments which have been made in different parts of England in that matter ?—I have only experience of one, that is Mr. Fels' attempt at Mayland, but that is too new, it is only in its first year, so you cannot say anything about it.

80856. You have not seen any of the others, which have been going for some time ?—No.

80857. (Dr. Downes.) What were your arrangements Medical for medical attendance at Fambridge ?—If I could manage arrangements the case myself I did, but if it appeared at all serious I at Fam-telegraphed to a doctor.

80858. Was there a special doctor to whom you were expected to telegraph ?—Yes, we arranged with the local doctor to take these men as a sick club, and paid so much a head, 1½d. I think it was.

80859. What did you do with them if they were sick ? I suppose you had some sick men ?—If they were bad cases we had to shift them away, the place was altogether too rough to nurse sick men.

80860. Did you have any bad cases ?—We had only one serious case while I was there. It was a case of haemorrhage, and we drove him off to the infirmary.

80861. How far off was that ?—Four miles.

80862. Was that a Poor Law infirmary ?—Yes. We had another case of strangulated hernia.

80863. What happened to him ?—I wired straight off to St. Bartholomew's Hospital and asked if they could take him in ; they said they would, and I took him up myself.

80864. Did any of the men die there ?—No.

80865. Did those men that were taken away, that you have spoken of, recover ?—Yes, both of them.

80866. Was there any difficulty with regard to the Sanitary drainage of the place, and the sanitary conditions ?—No, conditions, there was no difficulty at all. You see it had been a small etc., at Fam-village in connection with these works before we went bridge. there. We had no special arrangements in that way to make.

80867. There was no complaint of any nuisance made by reason of the location of the men there ?—No.

80868. Was the water supply satisfactory ?—It was quite satisfactory ; but there was a lot of trouble ; we had an oil engine which broke down pretty frequently.

80869. Where did you get the water from ?—There was a well of decent water on the place.

80870. Were the huts satisfactory ?—They were corrugated iron, four-roomed cottages.

80871. How many men did you put in a room ?—We had two or three in each large room, and one in each small room.

80872. Do you know what space was given per head?—No, I do not, but it was quite ample; no standard would be infringed.

80873. Did the local sanitary authorities inspect the place?—I believe so.

80874. Were they satisfied?—I heard nothing from them at all; it had been going on for six months before I went there.

80875. Had you any complaints of immoral practices amongst the men, or any difficulty?—No, I had nothing there of that sort at all.

80876. Where did you get your skilled sea-wallers from?—From the surrounding district; some of them walked five miles or rather more to their work.

80877. They were local men?—Yes.

80878. What were they paid?—6d. an hour.

80879. Was that the regular payment for a sea-waller down there?—It is difficult to say; there has been so very little sea-walling done in that district, it has almost dropped out.

80880. How many hours a day did they work?—Their hours were regulated by the hours of the unemployed. They worked from seven in the morning till four in the afternoon.

80881. With an interval?—Yes, of half an hour.

80882. What would be the daily earnings?—Their weekly average was about 24s. or 24s. 6d., sometimes a little less, rarely more.

80883. Did you find them in food?—No.

80884. How much did the colonists cost per week?—For food?

80885. For everything, including the payment to their families?—I believe the payment to the families averaged 14s. 6d.; their food at Fambridge was 6s. 6d.; coals, soap, and everything of that sort, would be covered by 1s.

80886. That makes 22s.; that leaves nothing for the cost of providing the place, and the up-keep of the staff?—No.

80887. The 6s. 6d. does not include anything for lodging?—No.

80888. (*Miss Hill.*) Do I understand that the work which collapsed, or was not a success, was under the Central Unemployed Committee, as well as this, which was where the unemployed were?—Yes, the whole work was under the Central Body.

80889. Do I understand the colony is going on now?—No, the work was finished in July last.

80890. That was the work of the sea wall, or the work of the reclamation, or what? It was only a colony during the time that the reclamation was going on?—That is so.

80891. Has your previous experience before you took this been in this kind of work; have you been working under a contractor, seeing after men?—No, I have not.

80892. So that you relied really on the gangers for any special knowledge, I suppose?—Yes; there were skilled gangers who had been at this work the whole of their lives.

80893. Then you say the men have no incentive, and no hope, because the work was for a short time only but I suppose whenever they work under a contractor it may possibly be that the job will not be for more than a limited number of weeks; is that not so?—Yes, but then their conditions are rather better; they are not away from their families and friends. The conditions at Fambridge were very unpleasant indeed.

80894. That I see, but with regard to the future I was thinking; you thought keeping them on longer would be some incentive to better work?—It proved so; the chance of being kept on undoubtedly improved those men's work there, and their general conduct.

80895. And you do not feel that they really threw their heart or strength into doing this work well, although it was provided really for their sake?—Quite a proportion of them did so. In fact at Fambridge I am not grumbling at the men at all. I am very well pleased with them. What I am saying is that when any big crowd of men

are left with very little supervision the tendency is for them to become lazy.

80896. You say there is a general slackness; you are not very well satisfied with a thing where there is a general slackness, are you?—I am not alluding to Fambridge there at all.

80897. "They have no hope for the future, no matter how hard they work": does not that apply to Fambridge?—I had more in my mind the Hollesley Bay men when I was writing that.

80898. I thought at Hollesley Bay they had rather more hope for the future, had they not, than at Fambridge, because a certain number are kept on—emigrated and so on from Hollesley Bay?—Yes, at first that was so, but now they are only allowed to stop sixteen weeks. The process of keeping on the selected men has been stopped.

80899. And although this is being done for them, you do not feel that they throw their hearts into doing anything much; there is a general slackness among them, you say?—I would not put it quite in that way. You may get a good many, and you do get a good many, men who come down there exceedingly grateful for what is done for them, and they will try and work hard, but if they are in a large crowd of men a proportion of whom are as lazy as they know how to be, they will naturally tend to become lazy.

80900. One hardly thinks it would be very educational even to the better ones if the majority are in that state of mind; it is not very encouraging for a labour colony?—That is why I am laying stress on the necessity to have efficient supervision, and enough men, or gangers, to look after these men and see they do work.

80901. You think the gangers would supply sufficient incentive without hope for the future?—No, I think this, that if you have got a man idling away his day, at the end of that day he is much more likely to be discontented and to grumble. If he has done a fair day's work, no matter how he has done it, or why he has done it, he is more contented and a healthier man at the end of it.

80902. (*Sir Henry Robinson.*) Was any other kind of work done at Fambridge besides this reclamation and building a sea-wall?—Practically nothing else, except the necessary work in the huts that the men lived in.

80903. No crops were sown there?—No.

80904. Who does the land belong to that was reclaimed?—Now it belongs to the Central Body. It was given to them on condition that they reclaimed it.

80905. What use do they propose to make of it?—I do not think they have decided anything.

80906. It is still available if they want it?—It is still available, but it is quite unsuitable for anything they could do.

80907. Is it not suitable for such things as re-forestation or tilling?—It is only suitable for ordinary farming, to get one crop a year out of it. It is land you must not dig in the summer months; it is very heavy clay land, it is naturally low-lying, and is liable to be flooded after the melting of a considerable quantity of snow, and it is land that cannot be worked at all in wet weather.

80908. So that only for one period of the year could the Central Body work it?—Yes.

80909. When they sowed the crop and when they reaped the crop?—That is all practically.

80910. Looking at the work at Fambridge, with all your experience in connection with it, if you were starting afresh there now would you have made any other arrangements; are there any other improvements you would suggest beyond more gangers to render the work more efficient?—Are you dealing with Fambridge?

80911. If you had been starting afresh now, with the experience you have gained, what improvements would you make in the administration? Can you think of any besides more gangers? That is one thing I think you said you required, more supervision. Is there any other thing you can suggest?—I was fairly satisfied with the gangers at Fambridge. I think there were quite enough there.

80912. You think so far as Fambridge is concerned it was carried out with the minimum of abuse or waste?

Mr. Hubert Hammond.

28 Oct., 1907.

Effects of the colony work upon the men.

illed sea-wallers at Fambridge.

st of colonists at Fambridge.

orks at Fambridge.

ffects of the colony work upon the men.

General results at Fambridge.

Mr. Hubert Hammond. Taking the material you had to work upon do you think you made the most of it at Fambridge ?—I think, as far as the unemployed is concerned, that is so. There was obviously a large amount of money wasted, but I do not think the Central Body are to blame for that. They engage an expert who advises them, and they carry out his advice which proves to be mistaken.

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80913. Then, of course, they had men not used to the work, which was another reason, I suppose, for the waste ?—You will get that in anything. Naturally unemployed men cannot be expected to be up to the ordinary standard ; they are doing work they are not used to ; many of them, at any rate, are physically unfit for a time to do any hard work, and the majority of them are not much good for the first three weeks, at any rate. There is all that to charge against the work.

Men emigrated to Canada from Fambridge.

80914. Did you send anybody to Canada from Fambridge ?—Yes, I think about eighteen or twenty altogether.

80915. How did you arrange it ? Were you in communication with anybody in Canada to make provision for them ?—We at Fambridge had nothing to do with it ; it was decided in London to send those men ; they happened to be at Fambridge, but they would have been emigrated in any case. They were sent to Fambridge until they could be emigrated.

80916. (*Mr. Gardiner.*) So they ought to be added on to the 14 per cent. in Paragraph 25, presumably ?—No, I think they are included in that. There was only half a dozen men during this period.

80917. I thought you said twenty ?—During this period there were only half a dozen ; during the whole time there were about twenty, I think.

80918. (*Sir Henry Robinson.*) Did they get any report from you as to whether they were likely to turn out well as colonists before they sent them ?—Yes, in every case.

80919. (*Sir Samuel Provis.*) You were consulted as to the suitability of the men before they were emigrated, were you ?—Yes.

80920. I thought you said that the question of their emigration was determined before they came to you ?—I believe that was so ; but if I had given an unfavourable report they would not have gone.

80921. So that their coming to you was a kind of test before the thing was actually carried out in the way of emigration ?—No, the men had been carefully selected for emigration. All the intended emigrants were very good men at Fambridge, they were very satisfactory men, but I was asked to make a special report on them nevertheless.

80922. So that if one had turned out unsatisfactory you would have had an opportunity of saying so ?—Yes.

Repairing of sea-wall at Fambridge, and its destruction by the sea.

80923. What was the scheme that was carried out at Fambridge exactly ?—It was to repair a very large breach in the sea-wall.

80924. An existing breach at the time the thing was undertaken ?—Yes.

80925. Was that breach filled up ?—It was temporarily dammed with a timber dam, and then a new horse-shoe wall built on the solid ground at the back.

80926. Inside it ?—Yes.

80927. Was that inner wall destroyed by the sea ?—Previous to starting this inner wall a considerable extent of sea-wall that had been ruined by the sea when the land was flooded was rebuilt. The sea was inside the wall and knocked the wall to pieces from one end to the other. The unemployed men were repairing that wall all the time. Meanwhile the contractor's men were closing the gap. They set about it the wrong way, and the gap increased while they were working.

80928. When the gap increased was the inner wall interfered with and destroyed ?—The inner wall was in-

terfered with all the time. Every time the tide came up it interfered with the work done the previous day.

80929. So that the work done one day had practically to be done over again the next ?—Yes. After this timber dam was first completed and the sea was actually kept off the land, the timber dam collapsed the first high tide that came and flooded the whole place again. That time it did far more damage than the ordinary daily tide.

80930. It did damage to your inner wall ?—Yes.

80931. And that had to be done over again ?—Yes, it washed away hundreds and hundreds of tons of clay and chalk that had been put in the front and back of the timber work, and after this happened, the timber work obviously not being strong enough was repaired by less strong timber which smashed again, and the whole place was flooded again.

80932. With like results, I suppose ?—Yes.

80933. Ultimately did they get it satisfactory on the third try ?—Ultimately on the third try, when they did not spare the cost, and put in sufficient strength to stand the strain.

80934. When that was done you had to put your inner wall right, I suppose ?—Yes.

80935. Was the inner wall satisfactorily constructed in the first instance if it had been protected in the way it was ultimately done by the outer wall ?—Yes.

80936. There was no fault in that ; that was all right, was it ?—Yes, there was no fault in that.

80937. You would say, would you, that these disasters you have been describing were not attributable in any way to the fact that the work was done by unemployed men ?—Not at all. The unemployed had nothing to do with the timber dam at all, they did not touch it.

80938. It was not the actual work, but the arrangement that was bad ?—Yes.

80939. (*Miss Hill.*) Do I understand that part of the work was done by contract ?—Yes.

80940. (*Dr. Downes.*) Could the twenty skilled sea-wallers have done this work unaided ?—I think the squad of men we had there could have done the work without the contractor at all.

80941. You had twenty skilled men there ?—Yes.

80942. Could they have done the work which was done by the men who were employed down there, unemployed or contractor's men ?—Could the twenty skilled men have repaired that sea-wall by themselves, do you mean ?

80943. Yes ?—Yes, but not in the same time.

80944. How much time did you take in the work ?—It is very difficult to say, because the work was constantly washed away, it was done over so many times.

80945. What was the time that elapsed from start to finish ?—I do not think they really got to work till about April in one year, and they finished in the middle of July in the following year.

80946. Given twenty skilled men with properly designed work, how long do you think it should have taken them ?—I cannot say ; I do not profess to be an expert.

80947. Could you give an opinion ?—No, I could not.

80948. How long had this land been submerged ?—That I do not know certainly, but I believe from three to five years.

80949. Have you ever heard how long it takes for such land to recover after it has been reclaimed ?—It will take quite three years.

80950. Before it will be fit for anything ?—Before it will be fit for ordinary cultivation.

80951. (*Miss Hill.*) You say the inner wall is standing now. Does it appear all firm ?—Yes, it is thoroughly sound.

Repairing of sea-wall at Fambridge, and its destruction by the sea.

Quality of work done by the unemployed at Fambridge.

Time taken for the sea-wall.

ONE HUNDRED AND TWENTY-EIGHTH DAY.

Tuesday, 29th October, 1907.

AT SCOTLAND HOUSE, WESTMISTER, S.W

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc., (*Chairman*).
The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.

Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs. BERNARD BOSANQUET.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).Mr. J. JEFFREY (*Assistant Secretary*). *Mr. William Henry Hunt.*

Mr. WILLIAM HENRY HUNT, called; and Examined.

80952. (*Chairman*.) You are the manager of the Christian Social Service Union's Labour Colony at Lingfield?—I am.

80953. You have been good enough to prepare a Statement which we will treat as your evidence-in-chief, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement*).

1. *History of the Colony*.—The Christian Social Service Union was founded in 1896, at a time when the question of unemployment was greatly exercising the mind of the community. A book by Julie Sutter, entitled "A Colony of Mercy" and describing the work of labour colonies in Germany, had just been published, and had fallen into the hands of the Rev. J. F. B. Tinling, M.A., a London Congregational minister, who sought to unite the Christian churches in an effort to assist in the solution of the unemployed problem. A farm at Lingfield, Surrey, of 250 acres, was acquired, and accommodation was provided for a dozen men. Soon this accommodation was extended until fifty could be received; and during the last three years a vacant cottage has made it possible to accept another ten, so that, with sixty men in residence, the colony is full. In the early days there was a tendency to retain men for prolonged periods in the hope that their labour might be of some advantage to the colony, and in those days the percentage of men helped to independence was thirty. During the last three or four years it has been raised to fifty. Inspired by the German example set forth in Miss Sutter's book, provision was made for sane epileptic children on the same site, and this work has been allowed somewhat to overshadow the other department for unemployed men. But for the rapid development of the work for epileptic children, the labour colony might now be providing training for 200 or 300 persons with equally good results. It has become evident to the Christian Social Service Union that the work for epileptics will eventually claim all the capacity available at the Lingfield Colony, and it is proposed, as soon as another site becomes available, to transfer the labour colony and develop it.

2. *Statistics*.—I have been in charge of the labour colony for five years, commencing April, 1902. During that time 324 men have been dealt with. Of these, 105 were private cases and 219 were sent by boards of guardians. Of the private cases, 37 were inebriates and 68 were sent to the colony for various other reasons:—Out of work, 28; chronic laziness, 6; mental defect, 13; dishonesty, 9; nervous disorders, 7; weak will, 1; epilepsy, 1; consumption, 1; indecency, 1; religious persecution (a Christian Jew), 1. Taking the total number of all cases (324), 116 were under twenty years of age, 174 were between twenty and forty-five, and 34 were over forty-five. There were 155 successes and 131 failures; and 38 cases are still on the colony. Of those under twenty there were 62 successes and 30 failures; and 24 are still at Lingfield. Between twenty and forty-five the numbers were:—Successes 77, failures 84, 13 are

still at Lingfield. Over forty-five:—Successes 16, failures 17; one is still at Lingfield; or a percentage of 67·3, 47·8, and 48·4 respectively. Of the successes, 96 went to Canada; 45 to situations in this country; 9 were given appointments on the colony staff; 2 became brothers; 2 entered the Army; and 1 (a coloured man) was returned to his friends in America. The failures are accounted for as follows:—Physically unfit, 6; mentally unfit, 30; drink, 16; nerves, 4; left to seek work, 4; dead, 3; suicide abroad, 1; dismissed, 28; absconded, 39. Of the 16 failures through drink 11 were private cases. Eight of the drink failures were over forty-five and 8 were between twenty and forty-five.

3. *Classification*.—Paragraph 2 will have given some idea of the classes of people received at Lingfield. They may be broadly divided as follows:—The dull, the drunken, the intractable, the lazy, the 'physically or mentally unfit, and the unfortunate. On a larger colony it would be possible to group some of these classes and so get better results, the tendency being where they are thrown together at work for all to fall to the level of the lowest, rather than to pull the lowest up to the highest. Many of the cases received at Lingfield should find a permanent home in a colony devoted to hopeless inefficient.

4. *Methods*.—The main method pursued at Lingfield for the reclamation of men is personal influence and moral persuasion. We have from fifteen to twenty young, earnest Christian men, with enthusiasm for humanity, who are in training for institutional service. They are known as brothers. This training of workers has been systematically developed during the last few years only and we ascribe our increased results almost entirely to the presence and influence of these men. There is no distinctive uniform for brothers or colonists, and at work or at play it is impossible to distinguish the one from the other, except as regards industry and bearing. Our sixty men are divided into small squads, and for each squad a brother is responsible. We endeavour to live, and to teach colonists to live, active, natural lives; and with the exception of a few simple, necessary rules, colonists are as free as the ordinary labourer. There are simple religious services and a good deal of healthy recreation. Colonists are given a few pence per week as a reward for industry and good conduct, and the stoppage of this is almost the only means of discipline. Men soon get to understand that there is a spirit of kindness towards them, and there are very few who do not respond to it. In the pamphlet herewith you will see that I look to a system of graded colonies for additional discipline.*

5. *The Destination of Reclaimed Men*.—It will be seen from Paragraph 2 that the majority of our successful cases are sent to Canada. This is increasingly so. It is the best course for many reasons. It takes men out of

* Not printed.

Mr. William Henry Hunt. their old environment and gives them a fresh start under very different conditions. They are wanted in Canada and are not particularly wanted in England. I was in Ontario last spring and the cry was for labour. Farmers were turning their arable land into pasture because they could not find men. The pick of the labourers who emigrate go farther west, and the eastern provinces are glad to get our men. In England, where an employer may have the choice between a man of poorish type such as ours and a good, smart labourer, he will naturally take the latter. In Ontario, so far as my observation goes, there is no choice. I met a farmer last year who had taken a forty mile drive on the off-chance of getting one of our men, and who was bitterly disappointed when he found that they were already booked for situations. In England a man is sometimes placed in a situation and loses his place. He finds it difficult to get another. In Canada, so far as I know, the risk of not being able to find another situation is slight. We keep up a very considerable connection with men who have emigrated, and the majority do well. It would be a great advantage if something could be done to keep a friendly eye on such emigrants for a year or two after they land in Canada. They often need protection—especially the young ones—against rapacious employers, and it would be a satisfaction to all interested in social work to have some official record as to what eventually became of such men. One great advantage of emigration to our successful colonists is that they often settle with farmers who treat them as members of the family—a thing not likely to occur in this country.

Cost of
Lingfield
colony.

6. *Cost.*—When the Lingfield Labour Colony was first founded its promoters believed that, after a few months' sojourn, most men would be able to earn their keep. Consequently, in the first instance, 5s per week was asked with each man for a period of three months. This has been gradually increased, until now we ask 10s. 6d. per week with each man for the whole of his term of residence at Lingfield. The promoters of the colony overlooked the fact that agriculture, under the best conditions, is not, in England, a very remunerative industry; and also that it is impossible to profitably employ an indefinite number of men (even efficient) on a given area of land. It was early realised that, to get any monetary return from men, it was necessary to keep them on the colony much longer than was good for them. Apparently there were two alternatives—rapid and somewhat expensive training (expensive because of the need of increased supervision), or slower training at a lower cost. At 7s. a week the tendency was to keep men three years. At 10s. 6d. per week most men are pushed on to self-supporting employment outside the colony in a year. It should be borne in mind that permanence is an important factor if money is to be earned. A farm, worked by feeble-minded persons, who remain permanently, should show a better return than one with a much higher type of man who is rapidly passed on. It is a temptation to the administrator, anxious to make the best of things financially, to keep men who become useful; but we have felt it necessary to strongly resist this temptation and to keep before us the fact that our business is to train men rapidly and effectively for work elsewhere. It will be readily realised that the constant incoming of new, untrained colonists militates against getting the best monetary return. We have learned that we must choose between making money and making men, and we have chosen the latter alternative. Of the 10s. 6d. per week charged for each man, 4s. 9d. goes in food and the remainder in wear and tear, cost of supervision, and ordinary institutional charges. With a larger number of men this figure might be reduced. Sixty is too small a number to constitute an economical unit.

Lack of
funds at
Lingfield.

Results and
lesson of
Lingfield
colony.

7. *The Outlook.*—At present our work is hampered for lack of capital. We want to develop on a larger scale elsewhere, but have no funds. We think, as the State permits us to draw considerable sums for maintenance of men, it might also find a way to advance us capital for a larger colony, under proper safeguards. We are convinced that the only way to do this work successfully is on lines such as ours, where an enthusiasm for humanity may have full play. Probably the moral influence brought to bear on our colonists is as large a factor in their development as the farm training they receive. In many cases it is realised for the first time that, after all, somebody cares, and that there is a dignity and usefulness

in life to which they may attain. We are keen to try a larger experiment, and have no doubt of success, in spite of the inferior nature of the raw material and the difficulty of our undertaking. I should like to see a graded colony, combined with a policy of "the open door." Any man who could win his way out, even from the lowest grade, should be given an opportunity of doing so. For this to be carried out successfully it would be necessary for all three grades to be under one administration. In my opinion farm colonies are not a sound method of dealing with the "temporarily unemployed" as distinguished from the unemployables for whom we are working. Seasons of temporary unemployment usually occur in winter, when work on a farm is slack. Agriculture is, in a large measure, a season trade. It is unwise to flood a farm with unskilled labour in the depth of winter and to withdraw that labour as the summer comes along.

Desirability
of graded
Labour
colony.

80954. (*Chairman.*) Had you, previous to being in charge of the labour colony at Lingfield, any special experience of this kind of work?—I was in the Bermondsey Settlement in the East End of London for three years doing special work there. Previous witness.

80955. What is the class of persons that you take? Do you take people who are not necessarily unemployed, that is, people whom you think may be morally improved?—They are people who were out of work, and could not have got work if they had tried, or if they had got work could not have kept it. Class of persons taken at Lingfield

80956. Then they were unemployed?—Yes, all unemployed.

80957. Was that the first qualification?—Yes.

80958. Taking the number of cases that you have had to deal with, I understand that you give in Paragraph 2 and percentages of 67, 47, and 48 respectively, of successes?—That is so. Successes to failures at Lingfield.

80959. By success you mean not only that you improved them, but that when they left you they got employment?—They were able to maintain themselves.

80960. Do you ever hear from those people afterwards?—Yes, my Canadian correspondence is getting quite extensive. We send out about twenty-five or thirty every year, and the majority of them write to me regularly. I was in Canada twelve months ago and saw a good number of them who had gone out in previous years.

80961. Taking the failures, the great proportion of failures was due to mental unfitness, by that I suppose you mean feeble-mindedness?—Yes. There is a larger proportion who absconded or were dismissed. These would be refractory and not necessarily mentally defective.

80962. Have you much difficulty in deciding what constitutes a feeble-minded person and what constitutes a lunatic? Have you ever to pass on people to a lunatic asylum?—Very rarely. I think in five years we have sent on only two persons to a lunatic asylum.

80963. How are these persons selected?—We get an application from a board of guardians saying they have a man or men to send to us; we then send out papers with certain details on them, and they are filled up. If the papers are satisfactory I see the men; and if I think them satisfactory they come to Lingfield. Method of selection of persons assisted at Lingfield.

80964. The first channel through which they have to pass is the board of guardians?—There are exceptions; we get private cases occasionally, and those are nearly all drink cases.

80965. How do you hear of private cases, through your own agents?—No, in various ways. I had a gentleman from Brighton call on me about six weeks ago, a man in an independent position. His brother was an old ship's captain who had given way to drink, and the Church Army had told him of our colony at Lingfield, and he came to see if we could take in his brother.

80966. I suppose it is people who are interested in relatives or somebody about them?—That is so.

80967. You have the advantage of having a number of very earnest workers associated with the colony, and I see you put that as the first cause of your success?—Yes. I should not anticipate any very great success without such workers. Voluntary workers at Lingfield colony.

80968. Are these workers mostly voluntary?—They come to us for three years' training. They are young

men with Christian enthusiasm who give themselves to the work, and we train them for institutional service; we give them board and lodging and pay them 5s. a week, just enough to keep them in clothing.

80969. So that really the remuneration they get is in one sense rather a test of their earnestness?—Yes. Many of them have given up good situations to come to us.

80970. Have you ever heard what happens to them afterwards? Do these young people do well in the institutions to which they go?—This system has only been developed within the last three years, so it is too early to speak.

80971. Do the boards of guardians make contracts with you?—They simply sign the paper we send out to them saying they will be responsible for the man's maintenance. The cases that come to us are very difficult cases, and unless we had infinite patience with them I expect they would never become self-supporting. They try one a bit sometimes.

80972. Do you get any considerable proportion of cases of persons who have fallen from a better social status?—Yes, we have had a solicitor, and various other professional people like that. Several civil servants recently.

80973. What do they do?—Some of them get on their feet again, some of them do not.

80974. Of all the causes which have contributed to failure, what in your experience do you think is the most difficult to deal with?—Drink, undoubtedly.

80975. Would you take a physically defective person?—We might or we might not; we are not over careful as to the sort of person we take. We feel that everybody should be given a chance if there is any possible prospect of improvement.

80976. You would not refuse them on the ground that they cannot comply with the necessary test of work?—It would not be any good a man coming to us if he could not work.

80977. May I assume that you get few who are naturally much below the average physique?—We get a good number, but they improve considerably on the farm.

80978. You might get men who had run down, who had naturally good physique, but reversing it, do you take people who are of weak physique, too?—Yes, I have a case now on the colony of a man who was taken out to Canada twelve months ago. He was a very undersized boy who came from Richmond, I think; and they simply deported that boy; they would not admit him into the Dominion on the ground of defective speech. The boy has come back and been in two or three situations in England and returned to the colony again. We find him quite a capable workman, he is able to take out a plough and horses, and do a good day's ploughing; and yet he does not seem to be able to keep his situation. We have a case now of a boy on a neighbouring farm who has been there three years maintaining himself. When that boy was brought to us at Lingfield the officer did not bring an outfit; I asked the reason, and he said: "I thought when you saw the lad you would send him back again."

80979. How did you get the land originally? Did you get it through subscriptions?—Yes.

80980. Have you had to extend the size of the farm?—We are just in a difficulty now; it was bought originally for unemployed men, then a work for epileptic children was developed on the same site, and that work has extended more rapidly than the work for the unemployed, and the children are gradually pushing us out.

80981. Is that department under you?—I am answerable for the business management of the place.

80982. How is that getting on?—It is getting on very well, developing.

80983. I suppose they can only mitigate, they do not often effect cures?—It is very difficult to say. We have one case in the north of London now of a lad who was there six years ago, and he was then getting about a dozen fits a day. The last three years he has been maintaining himself in London as a carpenter without any fit.

80984. Your emigration results have been satisfactory?—Yes; and I regard emigration as the best outlet for our class of labour.

80985. Is there any considerable portion of your class of labour rejected by the Dominion?—Only one case in five years.

80986. That would be one in how many?—I should think about 100.

80987. Have you much difficulty as regards discipline?—Very little. Discipline at Lingfield.

80988. Do you grade them at all, if they misconduct themselves?—The numbers are insufficient. We have only sixty. If we had a larger colony we should grade them.

80989. You think grading is necessary in a large colony?—Yes, otherwise the backward men would pull the good men back, for the good men do not lift up the backward men.

80990. With reference to the cost, you now ask 10s. 6d. a week?—Yes.

80991. What is the term of residence?—The average period is twelve months; some men get through in six months, and some stay for two years. We cannot keep a man beyond two years without bringing the case before the council of the Christian Social Service Union as a special case.

80992. I suppose you only let them go at six months when you think they have been resuscitated to a certain extent?—Yes; they are quite capable of earning their own living or we should not let them go out.

80993. You make rather an interesting reference there about the expense. When the lower rate was paid the tendency was to keep men three years. When the higher rate is paid most of the men are pushed on to self-supporting employment outside the colony in a year. What pushes them on?—The number of brothers largely. We simply say to a man: Now you must get on and learn this; they are under good supervision, and they are taught as rapidly as they can possibly be. The farm baliff would like to keep men indefinitely, especially when they are good men; that is a thing we have had to work against.

80994. You sum it up here by saying: "We must choose between making money and making men; and we have chosen the latter alternative"?—Yes; it was a great temptation to me when I first went there, especially as there was a loss on the place at that time, to keep men in order that they might be serviceable and give us some return; but we felt it was best that they should be passed on to self-supporting employment. Consequently we are always dealing with inefficient.

80995. I think what you point out is that a farm if it was worked for a considerable length of time by feeble-minded persons would show a better return than a farm with a much higher type of man in course of training?—That is so, because they would get to know a certain piece of routine work and do it fairly well. Men, in training break and destroy and do many things like that, which they would not do if they were experienced.

80996. You are short of money, I suppose?—Yes, we are short of money, as the place was started without any capital. To stock the farm it was necessary to go into debt to the extent of about £2,000, and that has never been paid off.

80997. Do you pay your way as an institution?—Last year we just made ends meet. This year we will do a little more than make ends meet.

80998. By making ends meet you mean you have sufficient for maintenance?—There is a large sum coming in for maintenance, our accounts show a sum of between £5,000 and £6,000.

80999. (*Mr. Lansbury.*) What does maintenance mean? That the £5,000 is earned on the colony?—No; that is the money paid to us by guardians for the cases they send.

81000. (*Chairman.*) By making ends meet you mean that you get an income the main part of which is payable by boards of guardians?—Yes; you will find a revenue account on p. 46 of the Report for 1906 (*produced*), and there was a profit balance of £22 13s. 11d. last year.

81001. This is a balance sheet rather than a revenue account?—It is a trading account really, putting the amount earned on one side and the expenditure on the other.

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colony.

81002. I see you bring in farm valuation?—Yes, because the valuation may go up or down in the year, and consequently helps to counterbalance the income or expenditure. You may make income by selling your stock, and the valuation at the end of the year must therefore be taken into account.

81003. I see the main if not almost the overwhelming mass of income is derived from the boards of guardians?—Yes; but a large proportion of that is for epileptic children, not for unemployable men.

81004. The return would be better if a larger proportion was given to unemployable men?—My meaning is this, that of the £5,705 probably £3,000 or £4,000 is paid to us for epileptic children. It has nothing to do with the farm colony.

81005. But assuming that all the inmates of your colony were men, the return would be better?—For the men?

81006. For the whole colony, would it not?—No, because we get 14s. a week for the children, and only 10s. 6d. for the men.

81007. (Mr. Lansbury.) How many children are there?—125; and we have just now built for thirty-four more.

81008. (Chairman.) What keeps the colony going is the sums of public money you get from the guardians?—Yes, it is distinctly a training institution. Upon that farm you cannot profitably employ an indefinite number of men; that was the idea of the promoters; they thought they could put any number of men on that farm and make their labour remunerative.

81009. They found out their mistake?—Yes; farming is not a particularly profitable industry in this country, I believe.

81010. If you put more men on a farm than it requires, that is an extravagance?—Yes.

81011. So far as you have gone you are pretty well satisfied with the result of your experiment?—Quite.

81012. You would like a larger experiment to take the shape of a graded colony combined with the policy of the open door?—Yes.

81013. What do you mean by that?—I would not place a man in a colony for a fixed period. As soon as he could maintain himself he should be at liberty to go.

81014. What power of detention have you?—None.

81015. Do they try to go?—Occasionally, and come back again. They go on the tramp for a week sometimes when they are new colonists, and then come back; and that is the best thing that could have happened to them; they learn a lesson.

81016. By the open door you mean that a man should win his way out, not that he should go out whenever he liked?—That is so.

81017. So you want power of detention subject to a man's good conduct?—Yes; it would be a very great thing to us if I could say to a man occasionally: We must send you down to a lower grade where you can be detained under harder conditions if you do not improve.

81018. If you have power of detention so that you could have recourse to punitive measures you must also have power of gradation?—Yes.

81019. From your experience you would not often have to use that power, would you?—No, our disciplinary measures are very few. We fine the men by stopping their good conduct money. That is the chief thing we do for them if they are not good.

81020. How do they get good conduct money?—When they come to us we allow them 3d. a week if they are just decent, and most of them use that for tobacco. When they have been with us about a month, if they get a good recommendation from the farm bailiff or Brothers, who are in charge of them, we increase that to 6d., and that 6d. is a very considerable pull upon the men.

81021. Assuming that this experiment was tried on a larger scale, would you associate it with any system of putting by something for a man, if he conducted himself well, week by week, so that he might have something when he went out?—That is an idea we have carried out in a small way at Lingfield Colony. When men are doing

special work we give them as much as a shilling a week, but we do not pay it to them, we keep back part; the result is that when the men go to Canada they have a few shillings to draw. I have known men go out there with £2 or £3.

81022. What is the effect on the man generally of the knowledge that he is getting something, does it stimulate him?—Yes; it is about the only leverage we have.

81023. You think that idea might be developed?—I think it would be a very good idea to develop. When a man gets to Canada it is much better if there is a few pounds for him there than that he should go quite destitute.

81024. It seems to me that it would be advisable to put before the people you are training some material advantage?—Yes; they most of them are looking forward to going to Canada; that is the great thing, though we do not press Canada particularly.

81025. (Mr. Lansbury.) At the end of Paragraph 2 you say that there were sixteen failures through drink, eleven of which were private cases. Does that mean that only five of the 219 men from boards of guardians were drink cases?—The eleven refers to a proportion of the sixteen failures.

81026. That leaves five?—That leaves five drink failures that came from boards of guardians.

81027. Out of the 219?—Yes.

81028. That is rather extraordinary, is it not, it is a low percentage rather?—It is. Our worst results, from a drink point of view, are usually with old soldiers.

81029. You had six failures of the physically unfit? Would that be mainly from the guardians?—All of them I think.

81030. The next is "mentally unfit, thirty failures"?—Nearly all the men we are dealing with are guardians' cases; and except where I have stated to the contrary they are guardians' cases I am speaking of. I specify those drink cases because the difficult drink cases come from private people.

81031. People send their friends in the hope that they will get trained?—That is so. The majority of our cases from guardians are young lads under twenty who have never fairly got upon their feet; intractable and difficult cases.

81032. You say at the end of Paragraph 3 that many of your cases should find a permanent home in a colony devoted to hopeless inefficients. Would that be mental inefficients?—Mental and physical. There are some of them physically inefficient. I have a man now that we wanted to send to Canada last year. We put him into the stable, and the first time he went out with a horse and cart he was knocked into a ditch. His legs are about as thick as one's arms.

81033. How old is he?—About thirty.

81034. Your experience leads you to gather that a number of so-called able-bodied persons whom the guardians send you are not able-bodied in the real sense of the word?—A very considerable proportion are not able-bodied.

81035. Therefore these people are people who in some way society has to provide for?—Yes; it is better to provide for them in the country on a farm than shut up within four walls in a city.

81036. You believe in dealing with the people you have to deal with through kindness rather than penal measures?—Yes; the majority when they come to us are a bit stand-off, they suspect us; but after a month they get to understand our methods and our ideals a little, and then it is quite a different thing.

81037. You find that a number of what would be called really bad and vicious people do respond to decent treatment?—Yes.

81038. Are you in favour of making the treatment for the unemployables purely penal under the prison authorities?—Not at all. I think the only way in which you can possibly do anything with them is to turn them over to sympathetic folk who want to do them good.

81039. You are not in favour of police penal institutions?—No, I think it would be better for Christian people to deal with them than the police.

Advantage of
saving money
for men
intending to
emigrate.

Failures at
Lingfield
through
drink, and
physical and
mental
unfitness.

Comparative
unprofitable-
ness of the
farm at Ling-
field.

Need of a
graded
colony with
power of
detention.

System of
good conduct
money at
Lingfield.

Superiority
of kindness
to punitive
treatment.

81040. Your idea of a graded colony is so that you can grade the men and have the very worst class with probably a larger number of people dealing with them than the docile men?—When you have sifted them all you come ultimately to a few who are bad; that is, they do not want to work and do not work; and I would make those men work.

81041. Have you ever thought of making people work by not feeding them?—Yes, it is one way, I dare say, of making a man work, although he would not feel very workish when he had an empty stomach.

81042. But it brings him to his senses rather, do you not think?—Yes.

81043. Therefore you might grade your dietary in your graded colony, might you not?—Yes.

81044. That would be one of the things that would help you in discipline, because everybody asks how you are going to make your man do certain things if he will not work?—I think it is a very good thing to stop his food; on occasions now if a man says: "I will not work," I say: "Then you will not get your dinner."

81045. I notice from Paragraph 5 you are very much in favour of Canada for the men who are fit to go? They are always picked men, are they not?—Yes; the Canadian authorities are very careful as to the men they take. Three years ago they would allow us to send a general certificate for thirty men saying: These men are physically and mentally fit for emigration; but now they want a separate certificate for each.

81046. For each man?—Yes.

81047. You are really in a position of always having your heads cut off, that is, your best men are being continually taken out, leaving you with the least competent?—That is our difficulty all the time.

81048. One other word about Canada. I notice you say that you think that especially the young men you send should have some friend on the other side to see they are not badly dealt with by rapacious employers?—Yes; I saw twelve months ago something of the way in which young lads who could not take care of themselves were dealt with.

81049. All the question of cost the Chairman has examined you with regard to, I only want to emphasise this point, that your idea is, having regard to the men you are dealing with, that the money being spent is not spent for the purpose of getting a commercial return in an ordinary commercial sense, your return is the restored manhood of the men you are dealing with?—That is so.

81050. I notice that you are against labour colonies for seasonal purposes. There might be a considerable amount of work on some estates, such as road-making, and work of that kind, which might be done seasonally?—Yes, but that is not farming; my difficulty at this time of the year is that we get a lot of wet days, and it is difficult to find the men anything to do. I would not swamp a farm with surplus labour in the winter when it is not particularly wanted.

81051. If there is estate work to be done, or if you can employ a good deal of unskilled labour, either in making a sea wall more safe, or improving the roads, or in laying down water supplies, or any of that kind of work, is there any objection to that being done?—Not at all.

81052. Of course, weather applies to almost any outdoor work?—Yes.

81053. It would apply in London as well as in the country?—Yes, only there are certain works you can pick up and lay down, and it does not particularly affect the well-being of the work. Farming you want to carry on continuously.

81054. (*Mr. Bentham.*) May we take it that you recommend that farm colonies, should be used to reclaim unemployable men rather than deal with what are efficient able-bodied men?—Yes, personally I do not think a farm colony is the best place for temporarily unemployed men.

81055. In a pamphlet of yours which I have here you suggest three grades of colonies, and say that one should be practically under the police, one under the guardians, and another a voluntary institution?—Excuse me, I

have never suggested either the police or the guardians. *Mr. William Henry Hunt.* I do not know where that has come from. My idea is that the three colonies should be linked together under the administration of some philanthropic body. 29 Oct., 1907.

81056. Let me read this sentence again: "It has been suggested that there should be a kind of interworking control over these triple colonies in which the lowest should be run by prison authorities, and the highest by voluntary bodies, with boards of guardians' colonies in between."—Yes, it was suggested, but I think if you read on you will find I disagree with that. Our powers of discipline are very restricted. If I could occasionally say to a man: "You will go down to No. 2 or No. 3 grade in the colony," that would have a very considerable effect. At the present time he says: "Oh, well, good-bye, I am going," and I cannot stop him.

81057. You would have all the three colonies and the three grades under one management?—Yes, closely linked together. Management of graded colonies.

81058. And that management a voluntary body?—Yes.

81059. You attach great importance to a voluntary body dealing with the men so far as the moral influence is concerned, I suppose?—We cannot ignore the fact that there are men and women who are willing to give themselves up for the good of their fellows, and it is a pity that such enthusiasm should run to waste. I do not think you can do much with the sort of man I am dealing with unless you have some body like that to deal with them.

81060. Your suggestion really is that the State should provide funds, and provide the colonies, and that they should be handed over to be managed by a voluntary organisation with lay helpers?—Yes, under very considerable restrictions. I have no idea of giving public money to sentimental people to throw away, but it is possible for the State to exercise effective control without actually running the colonies.

81061. Why do you think the State could not manage them equally well throughout?—It just depends on the officials—the people who are running them. We have to show a good deal of Christian forbearance from time to time, and we have set ourselves definitely to lift these men up. If we were there as State officials we might be too ready to acquiesce in things as they were; whereas now we put forth effort and start with the assumption that there is hope even for the most unlikely.

81062. You feel that the moral atmosphere of a voluntarily managed colony would be far higher and far better for the men than one managed by the State?—That is so. You might get your voluntary workers (or perhaps you can scarcely call them voluntary workers)—your workers to work under the State. I would not tempt a man who is working in a colony like ours with too big a salary. I think it is a good thing for a man not to feel he is there to earn a salary, but for the good of the people.

81063. The danger of the State colony would be that the people would be paid a salary, and would be less efficient from a moral point of view than at the present time?—They would be more contented with things as they are.

81064. Can you tell us how many ordinary farm labourers could manage your farm with the acreage you have?—Four or five if for farming only, but we have a considerable acreage used as market garden. Number of men and work done at Lingfield.

81065. There are sixty colonists there?—Yes.

81066. Does that point to a large amount of waste time, or how is the time employed?—At hay-making time, instead of using machines, we turn the men down into the meadows and they get a chance. We have a good deal of grass, and occasionally there are twenty men down there. If I were farming for profit I would simply put on machines and clear the men out. We also yearly increase our area of market garden, and do a lot of digging and hoeing which employs large numbers.

81067. Do the men spend much time in classes receiving instruction?—There are many of them come to us who can neither read or write, and we give them a night school twice a week, and we teach a little carpentering and boot repairing; that is all. If we had greater facilities Education at Lingfield.

Mr. William Henry Hunt. we would develop indoor industries more. It becomes almost making work on a day like this if it is raining, with sixty men; you cannot turn them out of doors. It is demoralising for them to be idle indoors, and we invent all sorts of things, whitewashing, potato sorting, sack mending, or anything like that.

29 Oct., 1907.

Question of religion at Lingfield.

81068. Is the teaching confined to merely reading and writing?—That is all we teach them in the night school. We teach a little carpentering, and boot repairing.

81069. Have you religious classes?—We have prayers morning and evening: that is very routine; I have a Bible class of about fifty lads, some of them epileptics, on Sunday afternoons, and we have a general service for everybody on Sunday nights, which is just an ordinary mission service. That is all the religious training.

81070. There is no question of religion so far as their admission is concerned?—No.

81071. Do you take all creeds?—Yes, anybody.

81072. Roman Catholics?—We have some Roman Catholics. The Roman Catholic priest from East Grinstead called on me a month ago, and said: "You have two boys from Dorking that are both members of my flock; what do you propose to do with them?" I said: "Well, they are open to come to Mass at East Grinstead any time you like, and we will place a room at your disposal if you want to visit them." He said: "What about attending your meetings and attending your prayers?" I said: "For the good government of the place they must do that." We have found that Roman Catholics accept this.

The voluntary workers at Lingfield.

81073 (*Chairman*.) As regards the workers that you have there, do they come from all strata of society?—Yes.

81074. So that to some of them the 5s. is not an inducement?—Not a bit of an inducement. I have known a man give up £2 or £3 a week for that 5s. It is pure altruism, nothing else.

81075. How many have you there?—Sixteen now.

81076. Would you say that any considerable portion of those were persons who had given up something better in the way of remuneration?—All of them, because it is a very poor man who does not earn 5s. a week and his keep.

81077. What it really comes to is, the success of this colony entirely depends on obtaining persons with this religious enthusiasm, and that religious enthusiasm being properly superintended and directed?—Yes.

81078. How many years have you been there?—This is my sixth year.

81079. Do you find any lack of workers of that class?—Not at all. I could get a thousand in a comparatively short period if I wanted them. But we have not openings for a large number, nor the money to pay them either.

81080. Do you think that this sense of altruism is rather on the wax than on the wane in society?—It is on the increase, undoubtedly. The development of Christian social service organisations among the various churches has been considerable quite recently.

Previous occupation of witness.

81081. (*Professor Smart*.) What previous training had you for this kind of work?—I was a working journalist for fifteen years, then I had an impulse to go slumming, and I went into the East End of London and spent three years there, and saw where our raw material came from.

81082. You had no practical experience in agriculture?—Not at all, I had no love for farming.

81083. You have a farm bailiff?—Yes.

Farm bailiff at Lingfield.

81084. He is absolute as regards all agricultural matters, I suppose?—Under a small committee. He is left to do pretty much as he likes; the committee are satisfied that he is doing well.

Epileptics at Lingfield.

81085. I understood you to say that the work as regards sane epileptic children was so successful that it had rather overshadowed the other part of your work?—Yes; I should have liked all the farm for unemployables. I am more interested in the unemployable part of it. I should have liked all the colony for unemployable men, but my committee thought otherwise, and they are on the right tack I think, in suggesting that we should remove the unemployable men to another site. That is in immediate contemplation if someone will give us a farm or the wherewithal to buy it.

81086. Is sixty the maximum you have had?—Sixty is the maximum; we cannot go beyond that.

81087. How many have you now?—Sixty; we are full up.

81088. Why is a labour colony peculiarly suited for epileptics?—That was not the idea. An inspiration for this work came from Germany where Pastor von Bodelschwingh has developed colonies on a very large scale. Directly the promoters of the Lingfield Colony had a farm for unemployable men they said: "Why not follow the German example and take sane epileptics?" They took thirty patients and the work is growing very fast: it is crowding the other part out.

81089. It is only for children; you do not take grown-ups?—Only children.

81090. You do not take women at all?—Boys and girls under twelve.

81091. Do you dismiss the girls at twelve whether they are cured or not?—No, an education authority may maintain epileptics until they are sixteen; that is the age limit for schools for epileptics. We retain them till they are sixteen if they are education authority cases; if they come from boards of guardians we may keep them altogether. Our idea is that epileptics should be kept in an institution and not allowed to go out.

81092. Then you may develop into an epileptic home?—Yes, the idea is that we should keep our children if the public authorities will maintain them; they will never wholly maintain themselves.

81093. Who finances the colony?—We get a certain amount of public subscriptions, but those are usually used in extensions. We have just now built for another thirty-four children from the subscriptions; every child that comes to us is paid 14s. a week for by the authority.

81094. What do you do when you have a debit balance?—We just say that is a loss, and get a little further into debt or raise additional subscriptions to meet it.

81095. Are you getting further into debt?—No, we are getting out of debt now; we are on the upward trend.

81096. Who finds the expenses of emigration?—The boards of guardians.

81097. You simply say you have a good case for emigration, and charge the guardians?—Yes, the cost is £10; that includes all travelling and outfit. That will take a man up to Toronto.

81098. You give the men no wages?—No.

81099. Any pocket money?—Yes, from 3d. to 1s. a week, depending upon good conduct and industry.

81100. And the men are single men?—We have some married men.

81101. What do you do with the families?—The families are in the workhouse.

81102. Are these young men to whom you ascribe your success a kind of Toynbee Hall men?—No, I suppose the Toynbee Hall men are largely university men, but our men are men who have been earning their living in various capacities. We have one man who was an architect, and we have two or three railway servants; all sorts. We just make an appeal in the religious papers and we can get as many men as we require.

81103. They have the same motive as Salvation Army officers?—Exactly.

81104. Are none of these men preparing for any definite ministry?—I suppose they are looking forward to staff positions on colonies as colonies are extended; that they would prefer, but apart from that they go into institutions to work, asylums, or other places.

81105. That is what you mean by institution service?—Yes.

81106. Have these men had any agricultural training?—No; that, of course, is a slight difficulty with us, because we are dealing with inefficient men and some of our helpers are, from an agricultural point of view, also inefficient.

81107. These men are put to work in the same style as the ordinary men?—Yes; if you saw them on the farm you could not tell the difference between a Brother and his squad, except that the Brother might be working a little harder.

81108. You give them 5s. a week?—Yes.

81109. Have you any agricultural instructors on the colony?—No.

81110. Have you a permanent staff?—Yes, myself, the farm bailiff, and two skilled farm labourers; that is all the permanent staff.

Agricultural staff at Lingfield.

Agricultural staff at Lingfield. 81111 And you could work the whole farm with four labourers?—Yes as a farm. We should need more hands as we developed market gardening, which is also a branch of our work.

81112. Is that £754, which I see under the expenditure for farm wages for the bailiff and his men?—That includes the bailiff's salary, the two skilled farm labourers, and three of the brothers, who are debited to the farm, with their various other emoluments; interest on mortgage, rates and taxes, implements, etc. The item stands in the account as "Wages, etc."

To epileptic department of the colony. 81113. There is another item of wages, £535?—That is largely for the domestic staff in the epileptic part of the institution. The epileptic part of the institution is costly, because we have to maintain a double staff, teachers and nurses.

81114. How many epileptics have you?—One hundred and twenty-five.

81115. That number is pretty permanent, I suppose?—It is increasing rapidly. We have just built for thirty-four more, and we shall go on building; there is a very large demand; we are always swamped with applications.

81116. I gather if you had nothing but men, you could not make the farm self-supporting on a subsidy of 10s. 6d. per week per man?—Oh yes, we could.

Cost of unemployed colony. 81117. Then you base a good deal on that 10s. 6d. You are proposing to ask for public money, and you practically say that with subsidies of 10s. 6d. a man you could run an institution which would have all these reformatory results?—Yes. The farm, as apart from the institution, just about pays its way.

81118. Your mind is quite clear that the 10s. 6d. is a satisfactory figure?—Yes. We have worked it out on the basis of sixty men. If we had larger numbers we could save in various directions. *(The witness subsequently appended the following note, further explaining the question of cost:—*10s. 6d. is the bare cost of maintaining and training a man at Lingfield with the usual institutional charges. Of this amount 4s. 9d. goes in food and the remainder in living accommodation and management. The interest on the farm mortgage is debited to the farm and is met by the ordinary farm income and does not come out of the 10s. 6d. There is no interest on buildings as these were given. Stocking the farm and erecting necessary buildings for sixty men cost £3,000. It would require 1s. per man per week to pay 5% per annum on this sum. The clothing costs the guardians 1s. 6d. per man per week, and emigration costs 4s. per man per week, in cases where men are emigrated. Consequently to defray interest on capital, clothing and emigration it would be necessary to add 6s. 6d. per man to the 10s. 6d. charged by us—total 17s. But for this outlay, spread over a year, a dependent man is made self-supporting. It should also be borne in mind that sixty is too small a number to be economical.)

81119. *(Mr. Loch.)* Is not that maintenance only?—We do not provide clothing. The guardians provide clothing in addition to the 10s. 6d. a week.

81120. *(Professor Smart.)* Do I understand this 10s. 6d. covers maintenance, and a fair percentage of institution charges, up till the time you launch the men on society?—Yes.

81121. *(Mr. Loch.)* Is that including the building?—We have never charged anything for the interest on capital.

81122. *(Professor Smart.)* What about your land?—The land is mortgaged. It was purchased, and a mortgage was made in order that the purchase price might be defrayed.

81123. Do the expenses of the mortgage come in under this revenue account?—Yes, it is in "Farm expenses, wages, etc." Our interest on the mortgage comes to £140 a year, and we debit the farm with that.

81124. You debit the farm with the mortgage, but not the difference between the mortgage and the full annual value of the land. How did you get the land originally?—A committee was formed to seek a suitable site. They found this farm, which was cheap—I think with buildings and all it came to something under £13 an acre—and the purchase money was raised on mortgage largely.

81125. Not the whole of it though?—I think there was a very slight balance that was not.

81126. My argument is that if you are going to ask for public funds you would require to show that this 10s. 6d. covered everything, and the first question that would be put to you would be, What about the land, and what about the interest?—It does largely cover that, because we charge the interest on the mortgage against the farm. Interest on buildings and equipment would be met by an additional charge of 1s. per man per week.

81127. I thought you said in the previous part of your evidence that you could not carry on for 10s. 6d., but you carried on on account of the 14s. for epileptic children?—I said that was a large portion of our revenue, but that is swallowed up by the extra expense of the children. It is far more costly to run a home for epileptics than it is to run a farm colony for unemployable men.

81128. So you frankly are trying an experiment with what other people call "unemployables"?—Yes. We do not lay ourselves out for the temporarily unemployed; we get mostly people whom nobody else can do anything with.

81129. In Paragraph 7 you make a statement which I think I understand; you say: "We think as the State permits us to draw considerable sums for maintenance of men"—you mean the sums contributed by boards of guardians?—Yes, that is under the sanction and care of the Local Government Board.

81130. You do not think in any case of this colony as a permanent home for those who cannot get work otherwise?—If I had a three-graded colony I would put all the permanent men who could not find an opening anywhere else in the middle grade.

81131. Including the permanently inefficient?—Including the permanently inefficient. On a farm a permanently inefficient man might make something towards his keep.

81132. You do not say where Lingfield is?—Lingfield is in Surrey; it is in a corner of the county; we are about 3 miles from the Kent boundary and 2 miles from Sussex; 4 miles north of East Grinstead and 25 miles south of London.

81133. What kind of crops do you grow?—All sorts, potatoes, beans, oats, swedes, mangolds, wheat and garden produce.

81134. Does the bailiff advise the cultivation of wheat?—We grow about 10 acres a year or something like that.

81135. Do you grow it for the straw?—Yes, we need the straw. We milk quite a number of cows; that is one of our most important departments. We consume all the milk on the premises (the epileptic children are largely fed on milk), and milking is the best training for men going to Canada. When our men go to Canada, the first thing they are asked is: Can you milk? if they can milk they are pretty sure of a job.

81136. Do you find an easy market for all your other products?—Yes.

81137. You have never thought of high class farming, fruit farming or anything of that sort?—I would not put fruit on a farm colony except where it could be well over-looked.

81138. Why?—If you have 60 men and lads roving about the place all day, I think your fruit would get tithed considerably.

81139. What is the nature of your soil?—Stiff clay, and in wet weather like this it is impossible to get on it; you do more harm than good.

81140. Is it high up?—No, the lowest in the district. We lie at the bottom of a saucer. It is not a good place for inebriates. Dry places are more suitable. If we had a better situation we might show better results. It is a liverish place; the sort of place that makes a man feel wicked occasionally.

81141. You do not apply any restrictions. Can the men go off the farm when they like?—Yes, we treat them pretty well as if they were ordinary labourers.

81142. Is there a public house near?—Three fields away.

81143. Do you find it taken advantage of?—Very seldom. We have a pretty straight way of dealing with the men. If I get a man who is running after drink, I

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Cost of unemployed colony.

Value of colony for inefficient unemployed.

Farming operations at Lingfield.

Drinking at Lingfield.

Mr. William find that a friendly word and some sort of interest makes Henry Hunt. the man feel that he had better not do it.

29 Oct., 1907. 81144. Do you sell such a thing as tobacco on the premises?—Yes, I am a licensed tobacco merchant.

Position in Canada of men who emigrate from Lingfield. 81145. What kind of situations do these men get in Canada?—They nearly all go into farming situations. There are a few stay in the towns, and they do very well. I would much prefer they were on a farm, especially for the first year or two.

81146. You visited some of the men on the farms?—Yes, quite a number.

81147. Were they changed men as regards physique?—Yes, different men altogether. I met a boy in Montreal who went out four years ago, and I could not believe he was the same boy. He came to us a little under-sized miserable sort of chap, and he had grown into quite an intelligent self-respecting Canadian. He is coming over to see us this autumn.

81148. Were the men in towns equally successful?—Yes, I was entertained in Montreal by a man who went out two years before from Lingfield, where he had been a colonist.

81149. Do you know whether any of these returned any part of the amount which had been expended on them?—I do not think so. We get a few bad cases from Canada occasionally: they come back on cattle boats.

81150. Returns?—Yes, it is only a very small percentage, probably one in fifty, but they get back if they want to get back.

Medical attendance at Lingfield. 81151. (*Dr. Downes.*) How do you arrange for medical attendance?—We have a resident lady doctor. She is retained for the epileptic children, but of course looks after the other parts of the colony as well.

81152. Should you select a lady doctor to look after the unemployables?—No, but a lady doctor is rather cheaper than a man doctor: that is the reason.

81153. The epileptic children are on the same site, you told us?—Yes.

81154. Is there a separation between the departments?—So far as general administration is concerned they are combined. You see the accounts are run together very largely. I get out statements for my committee every year showing the position of the various departments, otherwise the accounts are combined.

Separation of epileptic children and unemployed. 81155. Is there sufficient classification between the children and the adults?—They are never allowed to come into contact with each other.

81156. You have that classification?—Yes. The homes and the labour colony are quite separate.

81157. What becomes of the epileptic children under the present arrangements when they grow up?—We have been in operation now about twenty years; some die and others are removed; a proportion stay with us and are set to work. On the colony at the present time there are ten lads and eleven girls over school age, and they are maintained by boards of guardians who feel they are better there than anywhere else.

81158. They still remain with you?—Yes.

Health of the epileptic children. 81159. Is the mortality very large at the age you have spoken of?—No, but we look at our children growing up and say to ourselves, We must make provision for twenty of these children; when we have made the provision we find it is only necessary probably for about fifteen, because two or three have died and others have left. If you get three out of twenty die it is a considerable percentage.

81160. What has been the cause of death?—One girl I remember died in a fit. Some of them are very weak; they have a tendency to consumption rather, or something like that.

81161. Did the consumption develop after they had come down to you?—I must not mislead you: I will not call it consumption, but they are physically weak, and they get a cold or something like that, and it carries them off: it would not carry off a robust child.

81162. Do any of them become imbeciles?—A few, but we select our cases.

81163. What becomes of those?—They are taken back, and go to Darenth or similar places.

81164. Have you any cases under certificate?—No, they are all sane epileptics.

81165. Are you inspected by any public body?—Inspection of The Local Government Board inspects the labour colony colony by from time to time. It is not a very regular inspection, Local Government Board and Board of Education. but the inspector comes down and looks round and expresses his satisfaction. So far as the children are concerned we are very definitely under the Board of Education.

81166. You are certified under the Act, are you?—Yes, we have a good school and the Board of Education is pleased with the educational results.

81167. When the men come down to you who pays the cost of travelling, the guardians?—Yes. Boards of Guardians and the unemployed at Lingfield.

81168. If a man discharges himself who pays his cost back again?—The guardians.

81169. Do any of the men discharge themselves very soon?—Yes, occasionally a man will come to us and the second day I am told: "So-and-so has gone." He will get up in the morning and depart.

81170. You have no powers of detention?—Not at all.

81171. So that that man is an exceptional cost just for no good?—Boards of guardians think they get some good, because the man is afraid to go back to the old locality again for fear of being prosecuted.

81172. Have they been able to carry a prosecution out?—Yes, I think I have given evidence in about five cases in six years, and we have always secured a conviction.

81173. Do you require the men to attend religious service?—Yes, that is part of the agreement: they sign an agreement of which that is one point. Religious question at Lingfield.

81174. Has any difficulty ever arisen in a prosecution from that part of the contract?—I went down to one of the East London police courts to give evidence a couple of years ago, and the magistrate asked me, "Do you compel these men to attend a religious service?" I said: "Yes." He said: "Does he understand that before he comes to you?" I then said: "No." He said: "I think you had better amend your paper and put that in as an item;" and we did that on the suggestion of the magistrate. Now when a man comes to us he knows he must obey our rules, which include attending certain religious services.

81175. Does 10s. 6d. an inmate cover the cost of the Brothers?—No, the Brothers' maintenance is paid partly by subscriptions. Finances of the colony.

81176. Do you find it an advantage to have a certain amount of debt?—No, it is very troublesome.

81177. Do your subscriptions fall off if your debt is clear?—No, because we should ask for subscriptions for extension.

81178. Have you had any complaint from the Canadian authorities as to the conduct of the men who have gone out there from your colony?—None. There have been a few congratulations. Attitude of Canadian authorities to Lingfield emigrants.

81179. While the men are with you do you make any distinction as to food?—Not at all: the number is too small. You could not do it. They all sit down in one dining-room, and it is quite impossible to make a distinction. Dietary at Lingfield.

81180. (*Mr. Gardiner.*) Has your school Government grants?—Yes. Education grants to Lingfield Colony.

81181. Does the colony take them or the education authority which sends the children?—The grants come into the colony exchequer.

81182. Could you give me any account of how the training of the workers is carried out?—Do you mean the young men who come to us? Training of voluntary workers at Lingfield.

81183. Yes, what is the kind of training. What do you mean by training?—They come to us, and we put them through various classes.

81184. What sort of classes?—First-aid classes, and classes in theoretical agriculture by a practical agriculturist, a class for bible study, and we take some book dealing with social subjects and go through that in a year. They also assist in the homes and get varied practical experience in institutional work.

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Lingfield.

81185. What kind of book?—There is a book we are going through this year called "The Social Mission of the Churches." It is a series of papers contributed by various people on certain aspects of social life and work. Then they get some domestic training because these Brothers assist with the epileptics as well as with the men. They are taught to scrub floors and make beds and nurse patients, and various things like that. Then out of doors there is a fair practical agricultural training under the farm bailiff. They are taught to plough and reap, and do various other things.

81186. How long do you reckon this training takes?—Three years; it is a definite three years' course.

81187. When that is over you send them on to institutions if they want to go?—Yes; five left us last year four went to institutions, and one man as a missionary to South America.

81188. Do you find this training makes it more easy for them to get situations?—Yes; particularly in institutions dealing with feeble-minded folk, or people of that type.

81189. Would you like to see your training of Brothers further developed?—I do not quite know what we could do to further develop it.

81190. I suppose the intellectual attainments of the men who come to you vary considerably?—Very. They can all read and write. They have a fair elementary school education.

the unem-
ployed and
the voluntary
workers at
Lingfield.

81191. (*Mr. Chandler.*) The number of these unemployables which were dealt with during the five years you have had the management of the Colony you place at 324?—Yes.

81192. 219 of whom were sent you by boards of guardians?—Yes.

81193. Out of that number you claim to have had 155 successes?—Yes out of the total 324.

81194. I notice in your reply to questions that you state that you would almost despair of success were it not for the aid afforded by these twenty Christian young men whom you call Brothers?—Yes.

81195. The limit of your numbers is sixty?—Yes.

81196. Is that proportion considered to be about the requisite number—twenty to sixty?—No. Quite a number of those men are engaged in taking care of the epileptic children.

81197. They would not be superintending squads of these unemployables?—No; I have sometimes not more than five or six Brothers out of doors with the men.

81198. You consider that equally good results would be obtained by that number of Brothers working?—That is so. You want about one Brother to every ten colonists.

81199. Do you think with an extension of this scheme, which appears to be so successful, that this supply of earnest young men would be forthcoming?—Quite. I make an appeal about the autumn, as a rule, for a few men, I only put it in one, or sometimes two religious papers, and I get, say, eighty enquiries. I take five of the best out of those eighty.

81200. The supply would never fall short in the case of your one colony; but I was picturing in my mind an extension of these colonies throughout the country to deal with unemployables; I suppose you do not believe that this supply would be forthcoming to that extent?—I think there are thousands of people in this country only waiting for an opportunity to be of service. The experience of Germany rather bears this out. There they have developed the idea to a considerable extent.

81201. (*Mrs. Bosanquet.*) What about the future of the Brothers?—They ask me that sometimes; but I say "You tell me God sent you to Lingfield, and I expect God will take you away again when it is time, and He will look after you."

81202. There is no fear that any of them will join the ranks of the unemployed?—Not a bit. They are all too keen for that, they are men who would get on anywhere.

81203. You are sure of that?—Quite.

81204. Have you any women like that?—No, the women are all paid. Perhaps there is not quite the same amount of altruism with the women as with the men. *Mr. William Henry Hunt.*

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81205. Have you advertised for women?—Yes, we have occasionally, but we have never appealed for them on the same basis as the Brothers. It might be well to do so.

81206. And you have got no answers?—Yes, but only as salaried officials.

81207. (*Mr. Lock.*) Your colony is quite distinctive. Difference The idea of it is different from Hadleigh or from a Germany between colony?—I do not quite gather the drift of that question. Lingfield and Hadleigh or

81208. I want to point out this: In a German colony, German as you know, they come and go in winter; I suppose you colonies. do not do that?—No.

81209. At Hadleigh they come in the same way. This is a voluntary colony, unlike anything we have had in England before, for keeping people with a view to their restoration to society; and also you have a voluntary staff to help you for that purpose, which is quite unlike, as I understand it, any other staff in England?—That is so.

81210. Therefore there is no comparison to be drawn (that is what I want to make quite clear) between what you are doing and either Hadleigh or a German colony?—No. We approximate somewhat to Hadleigh, I believe. The same ideals. In a German colony they come and go, they do not do that with us. We sometimes receive a man a second time, if there is a good reason, but it is the exception, not the rule.

81211. How much of the land is used by the epileptics?—A very small portion. I should think about 30 acres at the outside. *Number of men that could be employed on farm at Lingfield.*

81212. If you had to extend, how many could you take upon your acreage? That is to say, how many people would you take for so many acres?—We have 250 acres; and I would take there, if I had the opportunity, 200 men.

81213. Roughly you would say 200 men to be trained could be taken on 250 acres?—Yes. We should develop our market gardens.

81214. With regard to Government help, most of the money you receive now is paid by the case?—Yes.

81215. Do the payments cover all the outgoings, so that if you got enough patients, if I may call them so, your accounts would balance?—Yes; we have carefully gone into the 10s. 6d. a week, and we consider if we had an institution free of debt that 10s. 6d. with 100 men would pay. (See note as to cost in Answer to Q. 81118). *Finances of Lingfield, and question of extension of colony by State assistance.*

81216. Then with regard to extension, you cannot of course, raise more money, your land being already mortgaged?—That is so.

80217. You trust altogether to voluntary contributions to extend?—Yes; I think as the State is good enough to let us draw money for maintenance they might, under proper guarantees, find us capital for extension.

81218. That is to say, that you might be put in the position of a normal public body which could, under the Act, apply for money to be raised at a certain percentage under certain Government conditions which usually apply to the public service?—Certainly.

81219. On the other hand, could you guarantee, if that were done by mortgage, or in some other way, that the money should be repaid?—No, but I think it would be possible to mortgage the land to the State; could they not be put in the position of an ordinary mortgagee?

81220. Is it not difficult to foreclose on a mortgage of that kind?—I think it might be. Our mortgage is for about £3,000, and our buildings are worth £20,000. (twenty thousand pounds). But the buildings would not be worth much except for an institution. If our mortgages were to foreclose, the farm is now worth £20 an acre at the least, and they would have full value for their money quite apart from the heavy value of our new buildings, erected during the past ten years, and consisting mainly of children's homes.

81221. You could not always say that, because the farm might be in a much lower and sandier place, and under other conditions of market?—I am considering

Mr. William Henry Hunt. extensions. If we were to buy a farm somewhere else, of a different class, and the money were advanced to us by the State, they would probably not get the value for their advance if they had to foreclose, is that your suggestion ?

29 Oct., 1907. Finances of Lingfield, and question of extension of colony by State assistance.

81222. It is quite possible that that may be so ?—Yes.
81223. Ordinarily loans are made on the security of the rates ?—Yes.

81224. You have no such similar asset ? I want to get at a suggestion which might cover a loan made on business lines for this purpose by a Government department ?—We have nothing to guarantee it ; we have simply the maintenance money from public authorities I take it if the Government advanced us money they would in a way supervise our accounts ; they would expect us to give them a revenue account showing what we were doing with the money ; and if they were not satisfied they would pull us up.

81225. But the money might not come back, it would have no fundamental security similar to that of the rates ?—The security for their advances would be the estate, the farm.

81226. Which might or might not cover the outgoings ?—That is so.

81227. Because the out-goings would have to do with institutional work which is quite special ?—Yes.

81228. Whereas a farm would not require that institutional expenditure *qua* farm ?—That is so.

81229. In this case it is unlike a loan on rates in so far as you are desirous from beginning to end to keep the institution voluntary ?—That is so. You have simply people there. You have little else to depend upon. The only thing is the farm cannot run away, and you have something there to guarantee the money. If these people are willing to do the work the State should be prepared to take a little risk.

81230. (*Mr. Lansbury.*) If the State grants you money you are in favour of the State having some control of the way the institution is doing the thing, and seeing that it is in accordance with their wishes ?—Yes ; I am first of all a citizen of this country, and secondly a servant of the Christian Social Service Union. I should say let the State look into everything ; let them inspect the place and give us a report ; if we are not doing what we ought, to tell us so, and see that the right thing is done.

81231. (*Mr. Loch.*) It is essential to your programme that the management should be voluntary and not official ?—That is so.

Epileptics' at Starnthwaite. 81232. Are you adopting this system at Starnthwaite ?—Starnthwaite is a much smaller thing, and we have developed the epileptic side there very considerably. It became necessary to find an outlet for the older epileptics ; so we have given that up as a labour colony ; it is to be used entirely for training and maintenance of the older epileptics when they leave the school.

81233. Practically, it is a sort of Upper House for epileptics ?—Yes.

Religious observances at Lingfield. 81234. (*Sir Henry Robinson.*) When you spoke of the arrangements made with regard to the Catholic inmates, I did not quite gather whether you said that the Catholic clergyman who spoke to you on the subject was quite satisfied with the arrangement ?—The individual clergyman at East Grinstead was not quite satisfied. We have dealt with an association, I have forgotten the name of it, it is the Catholic Aid Society, or something like that, and the secretary wrote to us some time ago, and said : "What will you do if we send you Roman Catholics ?" I said "We will give them every facility to exercise their own religion, but at the same time they must conform to our rules." He said : "That is quite satisfactory." At the same time he knew the rules meant going to our services. We are very undenominational, our Brothers are of all sorts of creeds.

81235. With regard to this clergyman, did he perform divine service in your institution, or did you send the inmates to East Grinstead ?—They went to East Grinstead to Mass.

81236. They did go there ?—Yes ; but their religion does not take them very far ; they are of an indifferent type, and it is four miles off ; and if they do not want to go they do not go.

81237. They still attend your services morning and evening ?—Yes.

81238. When you speak of a contribution by the Education State, there is no contribution by the State beyond what grant for comes from the local rates ?—We get a Government grant epileptics' school. from the Board of Education for our school work with the school.

81239. With regard to the cases sent by the boards of Powers and guardians, how is the money given by the board of guar- practice of the guardians in sending cases to dians, is it given as outdoor relief ?—I cannot answer that. I should think it is given as indoor relief. Lingfield.

81240. Are they inmates of the workhouse that are sent to you, or persons out or in ?—They are all inmates, I believe. I have never known one that has not been in the workhouse. I believe it is possible for guardians to send us people without their going in ; and it would be well in many cases if this were so, because it is rather hard lines that a man should be forced to become a pauper in that way in order that he may get a lift. It is putting a premium on the poorer class of man.

81241. Any poor man the boards of guardians can send direct to you and do ?—I have been told that is possible, but I cannot say of my own knowledge.

81242. (*Sir Samuel Provis.*) Do you think they come without their consent ?—No ; I think they are just asked : "Would you like to go to Lingfield ?" and they say : "Yes."

81243. They are not sent under any statutory authority, but under the general powers of administering relief ?—I think that is so.

81244. Under these circumstances does the man sign Conditions to any agreement with you when he comes ?—Yes ; there which men are certain conditions ; he agrees to be a teetotaler ; he must not enter licensed premises ; and must attend at Lingfield. certain religious services ; and obey certain simple rules for conduct.

81245. You do not agree with sending men for a definite time ?—No.

81246. I see from your statement that the county council sent some people to you, are those children ?—Children only. Children sent to Lingfield by County Council and by guardians

81247. They sent them as the local education authority, I suppose ?—That is so.

81248. You charge rather more for the children, do you not, than you do for the men ?—Yes.

81249. Is that because they require more attention ?—That is so. We are bound to keep a teaching staff that will satisfy the Board of Education ; and it is necessary also to keep a very considerable nursing staff.

81250. Do the guardians send you children ?—Yes ; the guardians maintain them after sixteen. The education authorities have no power to maintain after sixteen

81251. With the guardians it is merely a matter of agreement between you and the guardians ?—Yes.

81252. With regard to the emigration, I think you said Payments by guardians for emigrants from Lingfield. the guardians pay for that ?—Yes.

81253. Do they pay through you ?—Yes, they pay us £10 per man, that is, the passage money from Lingfield to Toronto, or whatever centre we send them to, and about £2 or 50s. for the outfit.

81254. Supposing a man is married and has got a wife in the workhouse, do you superintend her going, too ?—Yes ; we had a very good case two years ago of a man from one of the north of London boards, a man and wife and seven children that had been dependent for a long time. The man was sent to us, he was quite a decent man ; he wanted a new start in life. He went out to Canada and I had a letter from him a fortnight ago ; he has been doing exceptionally well.

81255. (*Chairman.*) Is the payment which is made Payments by by the education authority for the children the same as guardians that which is paid by the guardians ?—Yes, it is 14s. a week whether from the guardians or from the education authority. and education authority for children at Lingfield. Education grants at Lingfield.

81256. (*Sir Samuel Provis.*) You do not get any grant from the Board of Education if the guardians send the children, do you ?—Yes ; they are treated as if they were children in an elementary school.

81257. Even although the guardians send you the children, and not the education authority ?—It does not matter where they come from, so long as they are being educated.

Mr. HENRY WILLIAM FORDHAM, called ; and Examined.

81258. (*Chairman.*) I think you have been good enough to prepare a Statement for us which we may take as your evidence-in-chief?—Yes. (*The Witness handed in the following Statement.*)

6. In the employment exchanges there was a want of uniformity of action and a general lack of cohesion. The City of London (that hive of industry) was left absolutely untouched, and the outlying districts, such as East and West Ham, Hornsey, Tottenham, Acton, Chiswick, Willesden and Wimbledon, which in these days of cheap and rapid means of transit are the dormitories of the metropolis, were neglected.

Mr. Henry William Fordham.

29 Oct., 1907.

Want of uniformity and cohesion among the metropolitan exchanges. Bad working of metropolitan exchange system.

7. Local advisory committees were established, but their powers were limited. If they desired to "spend 3s. 6d." on the betterment of the exchange, permission had first to be asked of the Central Committee. They were accorded the privilege of appointing or suspending "the junior staff" only, which happened to be a clerk at 25s. a week. The success or failure of an office depended upon the figures produced, and in consequence situations were found and filled without any regard to the "living wage." Whatever it was it went into the weekly return, and that was what counted whether the job lasted one hour or one week, and, according to the governing committee, spelt success or failure.

8. In my opinion any scheme of this kind should in future be under the patronage or protection of the Government, and thus give the exchanges some degree of dignity, lifting them out of reach of party politics and beyond the realms of charity, for I am more than ever convinced of their need in the industrial economy of a nation. The whole "police area" of the metropolis should be covered; that is to say, the cities of London and Westminster, and the urban districts as well as the metropolitan boroughs. The exchanges should be well found, well manned, and periodically and systematically visited by an inspector of employment exchanges and a thoroughly competent and practical superintendent of exchanges. (Woolwich Exchange is badly situated, and was not visited for over six months.) I would go so far as to say that the system could be safely extended throughout the length and breadth of the country, and thus help to stay the depopulation of the villages by becoming centres of information and advice both in the matter of labour required and housing accommodation; and perhaps some system could be adopted whereby a man's fare could be paid when seeking a particular job, as is done in New Zealand; or even on the lines that our London County Council deals with blind children.

Need of national system of labour exchanges under Government patronage.

9. Efforts should be made, I think, to keep up both the standard of the men and their wages too. Jobs offered at below the standard and recognised wage should be ignored, and sweating rigorously discountenanced, while at the same time industrial fitness in the worker must be the first qualification recognised.

Proper attitude of labour exchanges to question of wages, etc.

10. I have pointed out these defects in the present administration not in any sense of carping criticism, but with the object of indicating what to avoid in the future.

81259. (*Chairman.*) I see that you have had some experience of labour bureaux, as you were the first officer appointed by the Fulham borough council under the Act of 1902, and you subsequently were appointed assistant organising superintendent by the Central Unemployed Body?—Yes. Previous to that time I was federating the employment exchanges under the authority of Mr. Walter Long, the then President of the Local Government Board.

Experience of witness.

81260. What is the difference between a labour bureau and an employment exchange? Is the exchange some thing in addition, and would each labour bureau have an exchange, or would there only be an exchange between a number of labour bureaux?—Labour Bureaux were first established under the Labour Bureau Act of 1902; but after a time our experience taught us that "labour bureaux" was the wrong term. They were called "Municipal labour bureaux," and we thought that some people were confusing them with labour bureaux for municipal labour. Then others, particularly of a certain class, did not quite grasp the meaning of the word "bureau." So we were labouring under a cloud as it were. I think I was the one to suggest at the Guildhall in formal conference called by Mr. Alderman Alliston, I think) that we should

History of the terms "labour bureaux" and "employment exchange."

1. I was the first officer appointed under the 1902 Act (by the Fulham Borough Council), and after that was entrusted with a scheme of federating the Labour Bureaux by the London Unemployed Fund (my own idea). When the Central Unemployed Body elaborated this scheme I was appointed Assistant Organising Superintendent, but, my best efforts being cramped, I applied for transfer to another department about two months ago, which took effect this week. (June, 1907.)

2. The Labour Bureaux (London) Act of 1902 was, I believe, the first step taken towards promoting the fluidity of labour, but it failed for several reasons:—

(a) Because it allowed borough councils the option of establishing bureaux according as their municipal minds grasped the idea or not, and the consequence was that only a very small part of the metropolis was covered. The Act was not compulsory.

(b) Because amongst those established there was no interchange of ideas, and the horizon of the superintendent was limited by the boundary of his own borough.

(c) Men were placed in charge of the Labour Bureaux who were perhaps the protégés of some influential councillor, regardless of their fitness for the work or their business capacity.

(d) They were the shuttlecock of party politics, and to a large extent became mere registers whence a Borough Surveyor could obtain his staff of scavengers, etc.

3. With the advent of the Unemployed Workmen Act of 1905 it was hoped that these disabilities would be cleared away. A central clearing-house was established in conjunction with twenty-five employment exchanges covering the whole of the metropolis with the exception of the city of Westminster. These local exchanges were all connected by telephone, and things promised fair; but unfortunately the majority of the committee were merely idealists—men with fads in place of business training or experience of the workers of the metropolis, and I find, after nine months' working, that these employment exchanges are degenerating much in the same way as the old labour bureaux.

4. In one Exchange (Islington) a large proportion of the situations found consisted merely of two or three days' work for the Borough Surveyor. In others (Wandsworth and Battersea) a large proportion of the situations offered were female laundry hands and charwomen, whilst others provided work for a goodly number of sandwich-men, one Exchange (Deptford) going so far as to have the very sandwich-boards made by the superintendent and his clerk in their office. Another Exchange (Finsbury) lays itself out largely to the supply of cheap female labour, factory and office boys. Can we wonder, then, that the skilled mechanic and better class of men stand aloof? The man who has striven to improve himself and to lift himself from the ranks of the casual labourer—the very class who make the best citizens—will have nothing to do with them. The superintendent of the Lewisham Exchange says (May, 1907) that he dare not enter any decent house of business in his borough for fear the proprietor would ask him for a shop assistant or clerk, which he knew he could not supply; and this is a common experience of the superintendents. The clerk to the Central Body asked for a shorthand typist (35s. per week) in April last, and, although the request was circulated to twenty-five exchanges, not more than three men could be secured, and not one of these was suitable.

5. Men were placed in charge of the offices because they happened to be the protégés of some member of the Central Body, or else because they happened to be in charge of the old labour bureaux—and cursed with a labour bureau mind—and therefore must run the new employment exchange or else incur the displeasure of that particular borough.

Mr. Henry
William
Fordham.

29 Oct., 1907.

Defects of
labour
bureaux
under Act of
1902.

Reasons for
failure of
employment
exchanges
under
Unemployed
Workmen
Act.

Machinery of
metropolitan
employment
exchanges.

Importance
of well
organised
labour
exchanges.

call them by some other name; we had a coal exchange, a corn exchange, and a money exchange, so why not call them employment exchanges—and the name was adopted.

81261. Then the employment exchange would be a development, so to say, of the labour bureau; but the labour bureau necessarily would only stand by itself, while an employment exchange means communication with other bureaux?—The labour bureau should mean that, I take it, because I attempted first to federate the labour bureaux.

81262. As I understand your criticism of the bureaux which were established under the Act of 1902, it is that there was not that interchange between them, and that they were very much limited by the horizon of their own particular borough?—That is so.

81263. The idea of an employment exchange includes all that a labour bureau could do and something more?—Yes.

81264. You describe what has been done under the Unemployed Workmen Act; there have been a number of these employment exchanges established in connection with a Central clearing house, but they have not turned out as well as you had hoped, I see?—No, they have not.

81265. And you think that is a good deal due, amongst other things, to the persons who were on it not having the necessary experience, or being a little too ideal in their practice?—Yes, largely, bad organising generally.

81266. In what sense were they ideal?—They were idealists in the sense that they had no practical experience or actual knowledge of the working-classes. Perhaps their idea of the working-classes was possibly only a working man in his Sunday best, not in his actual work and his ordinary every day conditions.

81267. I suppose the members of the committee were connected with charitable work, and were people who would be naturally on a distress committee, but not necessarily people who were qualified for working as a business concern an employment exchange?—Not necessarily. That has been proved since, I may say, by the Central Body to some extent realising their weakness in that direction, and inviting the formation of local advisory committees.

81268. What is the machinery attached, say, to an employment exchange? Is the employment exchange under the borough council?—It is not under the borough council, and it is not under the local distress committee. The employment exchanges were established under a section, called the Employment Exchanges Section of the Central Unemployed Body for London.

81269. And therefore they are maintained by that body?—Yes.

81270. What would be the *personnel* of an employment exchange; would there be any committee?—There is a committee now in nearly all the boroughs. Some boroughs have not thought fit to form committees; but the majority of them have local advisory committees, as they call them.

81271. Is the practice of all these exchanges the same; that is, is there one uniform set of regulations affecting them?—There is one uniform set of regulations governing them regardless of local conditions.

81272. The advisory committee would not have power, I suppose, to alter those regulations?—Not of themselves, but they may send up recommendations to the central committee.

81273. Then I assume that the local advisory committee would be very much limited as regards expenditure?—Very much.

81274. Is there a secretary attached to each employment exchange?—The local superintendent is the clerk to the committee.

81275. (*Sir Samuel Provis.*) The local advisory committee do you mean now?—The local advisory committee uses the superintendent as clerk to the committee.

81276. (*Chairman.*) Then you are disappointed at the result, I gather from your Statement. You think that if these employment exchanges were properly worked they might be a very important factor in dealing with

unemployment?—I am sure they would be if efficiently organised.

81277. The first difficulty that occurs to one in connection with these employment exchanges is that they must not be in the mind of the employer associated simply with the unemployed?—Not necessarily, but of course the mere fact of an employer wanting an employee shows that he knows he is dealing with the unemployed.

Difficulties in connection with the exchanges.

81278. "Unemployed" now has got rather a particular meaning; it means the lowest stratum of unskilled labour?—Unfortunately it does.

81279. If these employment exchanges are to be really effective, I suppose the first thing is to dissociate from them the idea that the only persons on their lists are those who belong to the lowest stratum of unskilled labour?—That is so; and to such an extent is that necessary, that the local advisory committees in, I think, nearly every borough in London, have asked to have the words "London Unemployed Workmen Act" or "Central Unemployed Body" deleted from the note-paper coming from the employment exchange.

81280. The Act of 1905 was brought in in the hope that it would deal with a particular class of person, and the evidence we have had before us goes to show that in the greater part of London that particular class has not come forward to claim assistance under the Act. The class I allude to are those who are respectable persons ordinarily permanently employed, but who, through accidental matters, are temporarily out of employment. Did that class, this rather better class, come forward to register under these exchanges?—No, they did not. We had the greatest difficulty in attracting the right class of unemployed workmen.

Failure of right class of unemployed to register at metropolitan exchanges.

81281. That is rather a fundamental difficulty, is it not?—Yes, but it could be overcome.

81282. What would you suggest as a way of getting over that difficulty?—I can only answer the question by saying that under the Municipal Labour Bureau Act of 1902, I personally had not the slightest difficulty in getting hold of a good class of workmen. I felt I was not bound by any hard-and-fast rule, and that I was not compelled to take the application of every man presenting himself before me at my office.

81283. What was the class of man you wished to take?—When the labour bureau was opened, it was swamped by the public-house loafer and the work-shy, who thought there was something to be given away. They were very soon told by a few straight talks that there was nothing whatever for that class of man here. In that way of course, I was in better circumstances than the superintendent of the present employment exchange who is compelled to register ALL.

81284. Trade unions have declined to associate themselves, I understand, with these exchanges unless the trade union rate of pay is part of the regulations; is that not so?—I believe that is so in some cases.

81285. How do you get over that difficulty?—It has been tried to be met by the Central Unemployed Body appointing secretaries of trade unions and persons interested in trade union work to serve on the local committees, thus trying to enlist their sympathy in that direction.

81286. I suppose your idea is that these exchanges ought to be pushed, if not by Act of Parliament, then by Government influence, so that they should be established in every commercial centre and be in communication with one another?—They should be in every commercial centre, certainly.

81287. I assume you would wish, in order to get over this difficulty, with the trade unions, that the experiment should be made that they should be managed partly by employers and partly by employees?—Yes. That was the idea of the Central Unemployed Body.

81288. Do you think if that idea could be realised, that it would tend largely to distribute the congested mass of unemployed labour which periodically occurs in London?—If the trade union idea were adopted?

Effect of
organised
system of
labour
exchanges on
problem of
unemploy-
ment.

81289. If we could work these exchanges in the way you suggest by bringing the trade unions in, and so making these labour exchanges a real industrial factor. Assuming you could do that, do you think it would have a material effect in distributing the surplus of the industrial classes which are aggregated together in London?—It would promote the fluidity of labour. It would do nothing to decrease unemployment, or to increase employment—I am sure of that; but it would do a good deal towards promoting the fluidity of labour. For instance in Wimbledon, say, for arguments sake, we are requiring bricklayers, and in Battersea there are bricklayers wanting work; if there were a means of communication between one and the other, it would save those Battersea men from being out of work longer than was absolutely necessary.

81290. Then it would tend to diminish unemployment, would it not, to that extent—it must?—It would diminish unemployment, but it would not increase employment.

Difficulty of
getting
women to
leave
London.

81291. Apparently you think you can get people to move inside the area of London; but do you think you would be able to get unskilled labour to go outside London into the provinces? I understand that as a rule the rates are lower in the provinces than they are in London?—That is so.

81292. Is that not one of the difficulties that you have to contend with?—Yes. The men will not go away from London, and there is a tendency to flock towards the metropolis. They do not care to go far away. The rates of pay are lower in the country, but these men cannot be got to realise that living is cheaper.

81293. I suppose to this particular class there are more little odds and ends in London than in the country?—Yes.

81294. Not only for themselves, but for their wives and families?—Yes. It is a problem that few realise for the ordinary London wife to have to manage on an income perhaps 33 per cent. less than she has been, accustomed to.

81295. Therefore you are not very sanguine that you would be able to get any considerable number of those of whom you are speaking to migrate from London into the country?—I am sure I would not be able to do so.

Government
municipalities
should have
management
of labour
exchanges.

81296. You wish the Government to take up this question of the labour bureaux, but I suppose you would be quite satisfied if the obligation was put upon the different municipalities and local authorities to establish them?—No. I have already said they should be above the reach of party politics and not under the control of municipalities.

81297. You want the Government to manage the whole thing, then?—I wish it to be out of the reach of the borough councils altogether.

81298. But you will not get the local interest taken in it that you would if it were a local institution, will you?—We have the local interest in the Post Office.

81299. Yes, but that is not quite the same. However, that is your view; you prefer the Government taking it up, and for it to be, so to say, part of a Government department?—Yes; exactly in the same way as the Local Government Board or the Board of Trade.

Labour
Bureaux
before 1902.

81300. (*Sir Samuel Provis.*) There was something done, was there not, in the way of setting up labour bureaux before the passing of the London Act?—Yes; but they were an illegal charge upon the rates.

81301. There was no legal charge upon the rates. Were there more than one or two bureaux at that time?—Do I understand you to mean before the Act of 1902?

81302. Before the Act of 1902?—Yes; I think Battersea had one.

81303. Battersea had one, certainly; were there any others?—Yes, Shoreditch had one a good many years ago; and also Hackney and Chelsea.

Labour
Bureaux
under the
Act of 1902.

81304. Then there came the London Act of 1902. Not a great deal, I think, was done under that Act; was that not so?—Very little was done.

81305. Do you remember at all how many bureaux were set up under that Act?—There were eight.

81306. They were not co-ordinated in any way, were they?—Not until I started it myself with very crude machinery.

81307. You did that before the passing of the Unemployed Workmen Act in 1905?—Yes, before that.

81308. Was your action in that respect taken in connection with Mr. Long's scheme?—No; it was under the 1902 Act. I felt that working in Fulham I was alone, and that Fulham was a very small part of London. So I visited the other labour bureaux that were then established, and between ourselves we arranged a system of communication, unofficially, to a large extent.

Employment
exchanges
under
Unemployed
Workmen
Act.

81309. Then there came the Unemployed Workmen Act, and you have told us that under that Act the Central Body endeavoured to get labour exchanges set up in the various boroughs, and advisory committees formed?—Yes.

81310.—Does that system extend all over London now?—No; Westminster still is isolated, and the City of London is untouched.

81311. And does not co-operate?—Westminster does not co-operate in any whatever, and will not.

81312. Is there a labour bureau there?—Yes, and a very good one, too.

81313. What about the City?—There is no attempt whatever made to touch the City yet.

Need of
employment
exchanges in
the City.

81314. Have you not any labour exchange there?—There is no labour exchange in the City.

81315. Do you know at all whether the want of an exchange is felt in the City?—I should think it would be. Employers of labour would appreciate one.

81316. But perhaps that has not come under your own personal observation?—Yes, it has. The London Chamber of Commerce seem to be able to fill that want to some extent, but in a very small measure. I am sure that in a hive of industry like the City there is plenty of room for at least two employment exchanges; one would be hardly sufficient to cover the whole of the City?

81317. In London you have got a central body who have got a central organisation as well as local organisations?—Yes.

81318. Would you describe a little what is done practically?—The central office is used merely as a clearing house between the various boroughs in London. There are two telephones into it, and messages are coming in every few minutes from, for argument's sake, Lewisham, wanting so-and-so (we will say a clerk), and that is immediately circulated to the other boroughs.

Machinery
and adminis-
tration of
metropolitan
employment
exchanges.

81319. So that as regards London—I am only using the word generally; I realise that certain parts of it are excluded—you have got an organisation which enables you to get a man in one part of London who wants employment into another part of London where there is a vacancy?—Yes, we have that machinery.

81320. You think, do you not, that that machinery should in some shape or other be extended to the whole country?—In some shape or other it should, certainly, the same as in New Zealand; they have it there. And on the Continent? Of course, but I instance our own Colonies.

81321. Did you limit yourself merely to receiving applications from people wanting employment and from the people wanting employees, or did you endeavour to ascertain whether there were persons who wanted employees when you had applications for employment?—In 1902, I had to receive the applications from employees the first thing in the morning; the latter part of the day was given over to visiting employers of labour, telling them that possibly I had the very man they would be wanting, or if they were not wanting him now, they might do later on; and in that way introducing the machinery to them.

81322. Did you go to see employers who had not made application to you?—Yes, most decidedly.

81323. You did not limit yourselves then to merely being the means of communication between people who came to you themselves?—No.

81324. But you endeavoured to ascertain whether there was any vacancy?—Yes. If there were no vacancies to-day, there might be next week.

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81325. Was that done, do you know, all over London ?
—No, it was not.

81326. Then there was the other plan that I was mentioning, namely, merely acting as registers ?—That was frequently done with regard to several boroughs. They were merely registers, and did not trouble about canvassing the employers of labour in their district at all.

81327. (Mr. Lansbury.) Are you speaking of the work under the Central Body ?—I did not understand that the questions related to that. That would not be my answer, if we are speaking of the work under the Central Body. I was speaking of 1902-4.

81328. (Sir Samuel Provis.) What you are telling us happened prior to the passing of the Unemployed Workmen Act, then ?—That was under the 1902 Act, until the Central Body took over the management of these exchanges. Things are, to a large extent, altered now.

Administra-
tion of
present
exchanges.

81329. In that particular, what happens now ?—The superintendents upon appointment are instructed what to do and the way to go about their work. They are told that they must regularly canvass employers of labour in their district, and I believe that is done.

81330. Do the superintendents reject any people who desire to place their names on the register ; do they exercise any discretion, perhaps I should rather say, as to whom they will place on it ?—They are instructed to place every applicant on the register, provided he has resided in the borough for twelve months.

81331. Without investigating character or fitness, or any other consideration ?—Quite so.

Attitude of
employers to
the metro-
politan
exchanges.

81332. (Sir Henry Robinson.) Do the employers of labour generally make use of the labour exchanges themselves voluntarily without waiting for you to go to them ?
—Very few indeed do.

81333. You have to hunt them up ?—You have to hunt the employers up. You have naturally to bring under the employers' notice the existence of certain new machinery that has come to stay.

81334. Do you think that the employment exchanges are a very great advantage to the employers of labour ?—I am sure they are an advantage. It is just a point as to who appreciates them and who does not, who sees the advantage and who does not.

81335. Do you think in course of time employers of labour will come to make more use of the labour exchanges if they are maintained ?—I am sure they will ; it is becoming so every day.

81336. What is the process of setting up a labour exchange ?—Under the Central Unemployed Body ?

Proper way
of forming a
labour
exchange in
a new centre.

81337. Assume that you were sent down to some town where there was no labour exchange to start a labour exchange, how would you go about it ?—Of course, there would be the selection of premises in the first place, which is a very important item. It is like opening a new business. You must have the best possible position for your particular business. Then the man must be known in the district, or if he is not known, he has very soon got to make himself known.

81338. Do you mean the labourer ?—No. The superintendent who has to open this exchange has to make himself known as a "New piece of machinery that is coming to live amongst you, and it is for you to take advantage of it or otherwise, but it is going to pay you. Instead of spending a certain number of shillings in advertising for men, you may come to me ; I will supply you ; I can do so." Then, of course, he is very soon made known to the man who is requiring work. Advertisement to the superintendent is the breath of his nostrils ; and unless you advertise one way or another, you could not do any good at all. Having established your place and got your applicants, you are every day setting them to work if you are continually visiting the employers of labour.

How
superinten-
dent of
labour
exchange
should deal
with
applicants.

81339. Do you personally visit the employers of all the applicants who apply to be put on the register ?—Personally visit them—no.

81340. How do you find the facts about them as to their character ?—Hence the necessity of the superintendent being a practical man, and being able to run the rule over a man, if I may say so, by asking a few questions, and to

take the man's measure. There are not many people can do that ; but a superintendent will soon be able to take the measure of an applicant before him by asking just one or two pointed questions. The way they are answered will be a big indication to him as to the character of the man. Then if a man is no good, if the superintendent realises that he is a waster, I say it is the superintendent's duty to say to the man : "My friend, I have nothing for you to-day ; good morning ! and I am afraid I shall not have anything next week."

81341. Do you enter on the register all those who come to you that you think are fit cases ?—Yes.

81342. Is there not a very great disappointment among the people who crowd on your doors and get their names put down ; do they not think something should immediately come to them ?—They do. They think they have merely to put their name down. That was especially the case under the Act of 1902, when it was called a municipal labour bureau. There were crowds coming in who thought we were simply a register for taking the names of men who wished to work for the borough—municipal labour ; but it was nothing of the sort.

81343. How long is it before the real functions of the labour exchange are generally known in the district ?—That again depends upon the superintendent. It depends upon his personal influence largely in his own borough ; he should be a man, of course, well-known in his district socially.

81344. Do you find the employers very anxious to co-operate with him generally ?—Yes. There is a better spirit prevailing, I must say.

81345. Is it a very expensive thing to run a labour exchange ?—No.

81346. What staff, I mean, would you have for an exchange ; would it be only the superintendent ?—The superintendent and a clerk.

81347. Is that all ?—That is all.

81348. Have the superintendent and the clerk to make all the inquiries from all the employers of labour in the district ?—Yes. He would not expect to do them all in a day. It is part of his usual routine to cover a certain district to-day : "I will do such and such a road to-day." He may only be able to do two or three calls ; but he has got to keep on pegging away.

81349. When the requirements of employers are changing from day to day, how can he keep up to date ?—He is gradually building up a goodwill. He calls on an employer to-day who says "No, I do not happen to want anybody," but in three months' time, when perhaps the superintendent has not had an opportunity of calling upon that employer since, that employer says : "I want so-and-so ; now I will just give the employment exchange a chance." Then is the opportunity for the superintendent of the employment exchange to send in the right man ; if he does not send the right man he may just as well shut up.

81350. Do you not think the fact of a man getting his name down on the register of an employment exchange rather ties him to the district, and that he is inclined to hold on there ?—No.

81351. It does not prevent him going elsewhere ?—There should be no difficulty in his getting a transfer to another borough.

81352. Does it prevent him from going elsewhere if he has got his name on the register ? If he knows he has a good character with the superintendent of a labour exchange, might not that have the effect of tying him to the particular place rather than trying his luck elsewhere ?—I have never known it so.

81353. (Chairman.) Would a superintendent consider it at all improper on the part of a man who had his name down in one labour exchange to go to another labour exchange ?—If he has gone into that other man's district, most decidedly not.

81354. The locality rules it ?—Yes.

81355. (Mrs. Bosanquet.) You say something in Paragraph 4 about the kinds of situations that are found for people in some of the districts ; have you any analyses or statistics of those ?—No, I have no statistics and no analyses by me. The reports of the employment

General idea
among
applicants as
to function
of labour
exchange.

Attitude of
employers.
Staff required
for a labour
exchange.

Duties of
superintendent
of exchange.

Question
whether
registration
at labour
exchange
prevents men
from moving
to other
districts.

exchanges, which are published in the agenda of the Central Body, will give you some idea and the "order books" can be inspected at all the exchanges.

81356. Is there no record kept of what situations are found; is that not part of the work of the exchange?—Yes, there is a record kept. Each superintendent has his order book wherein he enters orders received from the various employers, and on the same line he puts the name of the man who filled the berth.

81357. (*Mr. Lansbury.*) Does he put in the wages paid?—They do in some cases.

81358. (*Mrs. Bosanquet.*) Do they put in the time for which the engagement is made?—No, because they do not know in every case.

81359. Supposing a man came and said "I want a man for six days' work," would they put down "six days," or would they simply say "situation found"?—They would not put it down "six days"; they would simply say "situation found."

81360. "Situation found" applies to everything?—Yes, regardless of wages or length of time.

81361. From an hour upwards?—Yes. That I am sure of.

81362. (*Mr. Chandler.*) You appear to have great hopes of the establishment of labour exchanges enabling us to deal very largely with the unemployed problem?—I was a builders' manager for thirteen years. From my experience there, and my experience as an employee, and as a superintendent of a labour bureau, I am sure that, having got labour bureaux, circumstances will force them to be recognised in course of time.

81363. Has your experience been chiefly in London?—In London and Bath.

81364. You are working on the assumption that there is always a great surplus of undiscovered labour in the country, are you not?—Undiscovered?

81365. Yes, not discovered by those who need it.—Yes, I think there is.

81366. You know of course, that there is a system of communicating between the organised trades of the country from one town to another?—Yes, in the case of some of the *organised* trades, but not unorganised.

81367. Yet in spite of that their unemployed members are very large in numbers; take the building trade just now as an instance?—Yes, that is so.

81368. It has been so for some years?—Yes.

81369. In what way will labour exchanges help the situation, do you think?—Those methods of communication are for society men only, and the non-society man has nothing like them. He has no means of finding out where there is employment, and yet he says, perhaps for good reasons of his own, "I cannot join a society."

81370. My point is this, that seeing the facility of communication which the organised trades have, and that in spite of that they have still very large numbers on unemployed benefit, there cannot be the work to be had and therefore the non-society man could not find it, however many labour exchanges there might be?—That may be so, but the statistics published in the Board of Trade *Gazette* show the number of men placed in situations, though I do not think they do show the number placed out of one borough, say, into another. My experience from watching the figures when I was in the Employment Exchange Department of the Central Body, shows me that there is evidently big room for this, and that a Bermondsey man, say, may get work in Deptford if there are means of telling him that there is work going in Deptford.

81371. It would be chiefly in the large towns, would it not, where the principal opportunities of finding work would be found?—I suppose that would be so.

81372. Will you explain to me what you mean in your Paragraph 8 when you suggest that it would go far, if extended throughout the length and breadth of the country to stay the depopulation of the villages?—Tell me exactly what was in your mind with regard to that?—The item in my mind on that point was this—that in every centre there should be established an exchange. Now here is an agricultural labourer who says: "I cannot get on the land, but I believe I should do well as a carter;

I understand horses, and there is So-and-so gone to London and he has got a job at 22s. a week and I can get only 12s. here." He thinks that 22s. is such an enormous increase. But if he had someone to advise him, a local centre where he could go and ask: "Is that so?" or "What is the rate of pay for a carman in London?" he would be promptly advised: "Yes, if it is amongst the railway companies you are thinking of going, it is 18s. for a single-horse van and 25s. for a pair-horse van, but it is starvation wages under the conditions prevailing in London, the cost of living, house rent, means of communication and so forth." That labourer would realise then that he is better off with his 12s. in the country than he would be with 22s. in town. But he has no means of finding that out now.

81373. (*Mr. Gardiner.*) As regards the question of Labour wages, how would you meet the trade unionist difficulty, supposing a man applies for a carpenter and he wishes to pay something below the trade union standard rate?—The union rate of pay for a carpenter is 10½d. I have had an employer of labour ask me for a carpenter, and say he is prepared to pay him 9d. "Yes, all right, thank you." He is surprised later on, or he tells me later on, perhaps a week later, "I did not have that carpenter come round." "Well, I am very sorry, but I could not find a man"—neither could I at 9d. But if I had advertised the fact, as it were, that I had got a job for a carpenter at 9d. an hour, I should have had the trade unions on my track at once for taking any notice of such a job, and they would have voted me as a blackleg concern altogether. I did not want to do that.

81374. And so practically, as far as wages are concerned?—As far as wages were concerned, when it was a question of below the standard rate, I ignored those berths. I am speaking now as a superintendent under the 1902 Act; but such things do not prevail under the 1905 Act.

81375. Because?—Because there are rules governing the superintendents which they must conform to.

81376. Is one as to the standard rate of wage?—No. There is no rate of wage given, and there is no rule calling their attention how to act in the case of a lower rate of pay than the union rate, but the superintendents have to keep their figures up at all costs.

81377. (*Professor Smart.*) What was your experience of previous to 1902?—I was in the building trade as a witness in builder's manager and draughtsman for some nine or past years.

81378. Immediately before 1902?—I have always been with engineers of some sort. I was draughtsman to a firm of brewers' engineers. Then I was with the late firm of Woodhouse & Rawson, the electrical engineers, as prime-cost clerk.

81379. That is why you claim to be a practical man?—I think I know something of the trades, and have passed my examinations in Building Construction, but that is not why.

81380. Would you say that the labour exchanges have never had a chance in London yet?—I do not think they have under the Central Body's administration.

81381. Is there not a general idea that a labour exchange is only needed for the unskilled trades; and is not that the reason for the artisan not applying?—It is the unskilled trades that do not apply, and it is the skilled men, the better-class mechanics, who do not apply. They have not been encouraged to in a proper manner.

81382. But is it not rather understood amongst the working classes that the labour exchange is for unskilled labour?—Yes, and I am afraid they have lent themselves to that idea.

81383. Do you mind saying in what way your past efforts have been cramped?—I do not know that it is particularly privileged, though I was going to claim the privilege of this court for that, but I do not see that I need. The Central Body, or rather the Employment Exchanges Committee, drafted certain rules for the guidance of superintendents, and the superintendents were tied down to those rules. The superintendents were not left to make the very best of their offices. Of course, that I know could not be helped, because they had not in every office the right man, hence the necessity for framing certain rules and regulations, which to the unsuitable man

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Labour
exchanges
and the
standard
wage
difficulty.

Failure of
labour
exchanges
under
Central
Body.

Popular idea
as to class
of workmen
for which
labour
exchanges are
intended.

Cramping of
superinten-
dents by
Central
Body.

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Absence of
employment
exchange in
City of
London.

Kind of
situations
found and
recorded by
Metropolitan
exchanges.

Futility of
statistics as
to situations
found by
Metropolitan
exchanges.

Duty of
superinten-
dent of
exchange in
regard to
jobs offered
at low wages.

were perhaps a check, but to the man who was imbued with altruistic principles were somewhat harsh and harassing. But they were all treated alike, and, generally speaking, the superintendents were being cribbed, cabined and confined in their best efforts. So that I asked for a change. I did not want to be associated with what I thought under those conditions might be a failure.

81384. Was any reason given for there being no labour bureau in the city of London?—I do not think they thought of it until I suggested it some twelve months ago, but nothing has been done yet (October, 1907).

81385. I thought the twenty-five exchanges were to cover the whole of London?—Yes, with the exception of the City of London.

81386. And no reason was given?—No reason was given whatever. The Employment Exchanges Committee allocated a certain sum for the appointment of a superintendent to work the City of London eighteen months ago, but no steps have been taken yet (October, 1907).

81387. Referring now to Paragraph 4 and the matter of the Islington Exchange, do you mean there that if a man got a job of two or three days' work from the borough surveyor that would appear as a case where employment had been secured?—That is so. That is pretty general throughout the whole of London.

81388. A three days' job would be called a situation?—The superintendent does not always know how long the job will last. He may be asked, for argument's sake, for a fitter to do a day's work, and that may turn out, as I know it has in my own cases in 1902-1904 to be twelve months' or two years' work for a man. So that he was quite safe in taking every job found and making it count one, whether it was for a day or a week.

81389. Do you think that was done?—I am sure that was done.

81390. As regards Finsbury, would you say that female labour, factory and office boys, should not be provided for by a labour exchange?—No, I should not. But I wanted to emphasise the point that female labour (in that district especially) is in to-day and out to-morrow. There is nothing very permanent about it, and yet it is all counted in the statistics that these men have to send up, which, of course, are published in the Board of Trade *Gazette* as so many situations found. It is quite possible for there to be three situations found in one week for the same person, and this has actually occurred.

81391. It is on statistical grounds you object to it?—Yes.

81392. And as an argument for a success that really is not a success?—As an argument for a success that really is not a success.

81393. You speak of the supply of cheap female labour, but is not all female labour cheap, or do you mean anything special about that?—All female labour is not cheap; but some of the very unskilled classes is very cheap.

81394. Was there an attempt to supply female labour at even below the ordinary rates?—Yes.

81395. You seem to imply that the Central Body judged the success of the exchange by the number of cases?—That is so; I saw that, and knew such methods to be misleading.

81396. And had no means of checking?—And had no means of checking, hence as a protest I left that branch of the work.

81397. So I suppose if a return were given to us that 100,000 situations were found in a year you would not attach any importance to that whatever?—I should not, because I know what they are.

81398. Still, you are quite unshaken in your faith in the idea of labour exchanges?—The principle is splendid.

81399. When employers apply to you for workmen do they generally name the wage they are prepared to give?—No, they do not.

81400. In that case you do not keep back workmen, do you?—In some cases. A superintendent that is living in the neighbourhood knows pretty well—it is his business to find out—what such-and-such shop pays. One firm will pay 10½d. for their carpenters, another firm will pay 11d. perhaps, or 11½d. for their bricklayers, and another firm

will want them cheaper. It is the local superintendent's place to get to know all these things, and in course of time he need not ask. But where he does not know, there is no harm in asking. A man says: "I want a joiner." "All right; 10½d.?" "No, I cannot pay 10½d., I will pay 9d."

81401. But you say that generally the wages are not mentioned?—Generally they are not mentioned, because you are supposed to know it in the district.

81402. Do I gather that you consider that trade union principles generally should be respected by the borough?—I do. They should be respected, certainly; they should have recognition.

81403. But not exclusive recognition?—No, not exclusive recognition.

81404. You see the difficulty, of course?—Yes, I do; I realise that.

81405. You said in reply to a question, that there was nothing in the labour exchange itself, or in its successful changes will working, to increase the total mass of employment; is not increase that quite correct?—There is nothing whatever; they will never make employment except for one superintendent and his clerk. Labour ex-
changes will
not increase
total volume
of employ-
ment.

81406. When a man is needing work he is producing nothing?—Quite so.

81407. And he gets no wages?—Yes.

81408. If by means of labour exchanges you get a man a job now when otherwise he would walk the streets for a week, he gets a wage in his pocket immediately?—Yes.

81409. That wage is a new demand for commodities, and therefore a demand for labour right away back to the very circumference of the economic circle?—Yes.

81410. Have you not therefore increased the total employment?—No.

81411. How is that?—Because the employer will be waiting for that man, and the man will be waiting for the employer, and they would wait possibly.

81412. Neither the employer nor the man producing anything for a week?—Yes.

81413. You let the employer and the man get to work at once, and surely you get an article produced and money earned as well, instead of nothing being produced by them?—Yes, that is so.

81414. Does that not mean a new demand for labour?—It is merely introducing the labour to the labourer, not creating employment as generally understood.

81415. It is getting a man set to work?—Yes.

81416. And work means production of wealth, and production of wealth means production of wages?—Yes.

81417. And wages involve the spending of wages, I suppose?—Yes.

81418. And that means a demand. Does that not prove the point?—It proves it so in that case, but the general principle of employment exchanges is that they will never increase labour; they simply promote the fluidity of labour.

81419. (*Mr. Lansbury.*) Do I understand that you are in favour of only sending people to work at the union attitude of rates?—I think I have made that clear in the 9th Paragraph: "Efforts should be made I think to keep up both the standard of the men and their wages too." Proper
labour
exchanges in
regard to
fair wage
question.

81420. I want to get it emphatic one way or the other, because you see you cannot have a shifting line. Either you supply all that come to you, or you differentiate, and I want to know where you draw the line, saying that you will not send a person or that you will?—I would draw the line under certain conditions. It would be possible, and even the unions would say it would be possible, for a man to work at ½d. an hour less.

81421. Have you ever heard a trade union say that?—I do not know that I have known it—yes, I have; under certain conditions it is possible for a man to work at a ½d. an hour less. I think the Moulders' Society, but I am not sure, will allow a man above a certain age to work at a less rate of pay.

81422. Still, that is a trade union rate all the time?—Yes.

81423. My point is this: Are you in favour of the trade unions practically saying what wages are to be paid to people for whom the employment exchanges find work?—Yes, I do think so, where there is organised labour.

81424. I notice you object to the Finsbury exchange because of the women. How are you going to interfere there as to the rates of pay? Who is to be the person to decide whether it is a proper rate or an improper rate that is offered?—I was alluding there, and I think you will find that I say it pretty specifically, to “cheap female labour”; I do not say “women’s labour.”

81425. Cheap girls’ or women’s labour?—I meant girls chiefly.

81426. I do not care what it is, whether it is cheap female labour, cheap boy labour, or cheap girl labour; I want to know who is to be the person to decide, where there is no trade union, that it is a proper rate of pay or not?—The superintendent should be sufficiently un-biassed to know whether the work expected of a certain employee is commensurate with the amount of pay given.

81427. Do you think that under any public authority it would be possible for the superintendent to please his committee, please the employer and please the employee if he had to give a decision of that kind?—I do not think I said it would be possible for him to please all three.

81428. Would it be possible for him to please anybody—I will put it in that way?—Yes, it would be possible for him to please one of the three.

81429. At the expense of the other two? Honestly, do you think that is a very practical sort of an arrangement, to leave it to the superintendent of an exchange to determine whether the rate of pay is fair or not?—Yes.

81430. You think it is?—I do. He knows the local conditions prevailing, and the number of hours to be worked for a given wage.

81431. Then you would make him a kind of wages board?—No I do not.

81432. Let us understand. Where there is no trade union the question I put to you was, who is to decide, and I understand you to say that the superintendent is the person who ought to decide whether the wages offered are proper wages for the work expected to be performed?—I say that, but I must qualify that by some explanation. For instance, the employer asks for a clerk at 25s. a week; if he is going to work him from eight o’clock in the morning till nine o’clock at night, the superintendent ought to be the man to say “No, that is not sufficient money, and I cannot find a man for you that will do that.”

81433. As I say, you make him a kind of wages board?—If the employer says: “I am only going to pay 25s. a week, but the job only lasts three hours a day here” the local superintendent should be the man to say whether that 25s. is a fair rate or not under the circumstances mentioned by the employer.

81434. That is what I understood you to say. Do you think that is practical?—With that qualification, I say yes, that is practical.

81435. There is no qualification about it; the superintendent is to be the judge, I understand, as to whether it is right or not?—Yes. If he is the right man in the right place.

81436. As to the labour exchange, I understand from you that it does not find very regular employment at present, that is long jobs, but that a good many of the jobs which are found are casual?—Yes, a large number of them are.

81437. Is that anybody’s fault?—No.

81438. I mean, has it anything to do with the principle of a labour exchange? Is it not rather due to the fact that so very much of the work is casual work?—Of course, a great deal of it is casual work, therefore possibly that is so.

81439. The exchange is not responsible for that, is it?—No, the exchange is not responsible for it.

81440. Do I understand that in addition to settling the rates of pay, you also would require the superintendent of the exchange to settle the length of the job, if it is worth his while to supply a man or woman?—I do not think I said that.

81441. I understood that you were complaining just now about the statistics which were published being fallacious, because they said they had found so many jobs and a good many of them were only for one day perhaps, or perhaps only for a few hours; and I understood you rather objected to that?—I do not object to that at all, but I say that that sort of thing should be borne in mind in reading the statistics.

81442. But the exchange is still to be used for that kind of purpose?—It may be; I could not say at all.

81443. I want to get from you whether you think the exchange should be used for that kind of work?—It is an employment exchange, and therefore must be used for employment, whether regular or irregular, whether for long or for short periods.

81444. As you have already said, of course it cannot create labour?—It cannot create employment.

81445. I understand though that you do think that very often there is work being left undone because people do not know where it is?—That is frequently the case.

81446. Do you think that lasts any very long period?—That I have no means of finding out.

81447. You have not any experience to guide you about that, have you?—I have waited sometimes as long as a week for a plasterer when I was in the building trade, because I could not lay my hands on the right kind of man.

81448. It is also true, is it not, that during the last five or six years during which you have been engaged in this work, all over the country according to the trade union returns certain trades have been in a very bad state?—Yes.

81449. Therefore it was not a question of the workman wanting to go out of London or not wanting to go out of London?—No.

81450. Because if he went out he was out of work, and if he stayed he was out of work?—That is so.

81451. And no number of linked-up labour exchanges would have got over that fact, would it?—Not during the last five or six years.

81452. So that from the point of view of the periods of unemployment, such as that through which we have been passing, some machine other than the labour exchange must be devised for dealing with it?—Yes, certainly. The present state of chronic unemployment will never be met solely by a linked-up system of employment exchanges. We shall have to go further than that I am sure.

81453. The chronic casual employment, or what some one calls “under-employment,” that, too, labour exchanges, so far as I have heard you this afternoon, will not get over?—No, I do not think they will.

81454. Only just one other word about trade unions. Trade Unionists and the unemployment exchanges. The big staple trade unions are really labour exchanges, are they not?—I mean the Carpenters, the Joiners, and the Bricklayers?—Yes, and the Plasterers.

81455. The Engineers and the Bootmakers?—Yes.

81456. All these big unions themselves send their men from place to place, do they not?—Yes, but their methods of communication are necessarily slow.

81457. Is not the reason—I am putting a question that was put to you before, but I do not think this point was made quite clear—is not the reason why the skilled trades leave the exchanges alone, that the really best men in those particular trades feel that they have got their own organisation for finding out where work is going?—No, I do not think so. I think the reason is this—I will take an unorganised trade. Assuming that I am a clerk wanting a berth, in a well-ordered system I should be able to go to the exchange and register my requirements; but when I go I find that there is practically—that is, if I were to go to any one of these employment exchanges—a string of loafers—I know them to be loafers—on a form. I have seen them in the borough; I live in the borough, and I know those men by sight; they are navvies and lower-class porters usually. I feel that this exchange then is for that class of man. Well, I do not think I am called upon to hob-nob with them just yet, and consequently, I do not register.

Mr. Henry
William
Fordham.
29 Oct., 1907.

Labour
exchanges
not a solu-
tion of un-
employment
problem.

Difficulty of
labour
exchanges in
finding long
jobs: and
relying
thereof upon
the statistics.

Mr. Henry
William
Fordham.

81458. Of course, you need not stop there ; you have only to go there and register ?—Yes, that is so, but I have to wait my turn.

29 Oct., 1907. 81459. But that is not a very long time ?—an hour perhaps usually.

81460. There may be a big rush, but as a rule now there is not such a big crush waiting there. is there ?—No.

Mr. Edward
James Fair.

29 Oct., 1907. 81464. (Sir Samuel Provis.) I understand that you are chairman of the Association of Employment Exchange Superintendents, and that Mr. Hunt, the gentleman who accompanies you, is the secretary of that Association ?—Yes.

81465. The evidence that you propose to give is given on behalf of the Association ?—Yes.

81466. You have prepared a Statement for us, have you not, which we may take as your evidence-in-chief ?—Yes. (*The Witness handed in the following Statement.*)

1. I beg to submit the following statement on the working of the employment exchanges established by the Central (Unemployed) Body for London, in the autumn of last year. The whole of the evidence has been prepared by the committee of our association, and finally submitted to all the members for their approval. They have also appointed myself, as chairman of the association, to give evidence on their behalf if required.

Basis of Employment Exchanges.

Object of
labour
exchanges.

2. The root idea of employment exchanges is that they shall act as a common centre in each area covered by an exchange between employer and employé, where the employer may, with the minimum amount of trouble, find all the labour he may require, and the employé get in touch with the employer requiring his services, without the cost and frequent disappointment of answering advertisements, or of wandering from works to works, often going away from the point where employment is awaiting him.

Centralised System.

Centralised
system of
employment
exchanges in
London
under Unem-
ployed
Workmen
Act.

3. The scheme of employment exchanges put into operation by the Central (Unemployed) Body for London is the first serious attempt in this direction to deal with the problem of unemployment on a scientific basis, all previous attempts to establish labour bureaux having failed owing to their isolation.

4. Modern industrial conditions are so varied that no attempt can be made to deal with the problem from any independent unit.

5. The scheme of the Central Body, by linking every portion of London together by means of a central exchange, acting as a clearing-house, brings the industrial needs of one portion of London into touch with the industrial supply of another.

6. The work already done by the metropolitan exchanges has amply proved the value of a uniform system, employers have promptly found men they could not have obtained so quickly by any other means, and men have been placed in employment where they could never have found it by their own unaided efforts.

Census and Classification of Unemployed.

Census and
classification
of unem-
ployed
obtained by
metropolitan
employment
exchanges.

7. The results already obtained by the metropolitan employment exchanges have, in our opinion, more than justified their existence. On completion of their first year's work their books will show that there are at least 100,000 men and women in London, who are only partially employed, independently of the trade unionists. The exchanges are able to show the various trades affected, and, further, to prove special stagnation in particular industries, and by the system of re-registration they are able to show how much work an applicant obtains during any given period.

8. There can be no question that any attempt to deal with the problem of unemployment must have as its basis reliable figures as to the number and capability of workers employable and of the capacity of various industries to absorb hands.

81461. And if a man wants work, after all, whether he is a clerk or a labourer, he has to rub shoulders with a good many people he may not like ?—Certainly. I personally would not mind it.

81462. You do not want to rule out these labourers, do you ?—No, not at all.

81463. The clerk has just got to get rid of his pride ?—He has just got to get rid of his pride.

Staff and Organisation.

9. The number of employers who have used the exchanges, Machinery of and who have been suited with satisfactory employés, metropolitan exchanges. has been highly creditable when the paucity of means at the disposal of the superintendents is taken into consideration.

10. Without any assistance but one clerk (in many cases an inexperienced youth), hardly advertised in any way, provided with offices often of insignificant appearance, and in bad business positions, the superintendents have had to struggle against many difficulties in trying to deal with the industrial needs of the largest city in the world. In criticising the existing organisation, and in considering any practical proposals for its reform, it must be remembered that we have now the experience gained by twelve months' work.

11. In starting a new organisation it was impossible to foresee all that was necessary for its successful development. Opinions previously had all been so moulded in the methods of the labour bureaux, as to be unable to realise the magnitude of the problem the Central Body was attempting to grapple with. In the light of our experience it has become obvious that the lines upon which the scheme was conceived were too narrow to meet the requirements of present industrial needs. However, in the absence of actual data to base their estimates upon, the authorities cannot be blamed for moving cautiously in financial matters.

Reforms
necessary in
present
systems.

12. The conditions of employment, postal facilities, and means of communication of each area covered by an exchange must be carefully considered. The exchange should occupy a good business position, a separate room and entrance being provided for female applicants.

13. The superintendent should be capable of dealing with business people, and have a good knowledge of industrial conditions, as well as experience in the control of men.

Qualifica-
tions of
superinten-
dent and
staff, etc.

14. In considering the number and composition of the staff employed at each exchange, it must be understood that the work of the exchange is a commercial undertaking. Sufficient staff should be engaged to do the office work efficiently, and in all exchanges a female officer should be appointed to deal with female applicants. We strongly advise that all classes of labour should be dealt with.

15. The advantages of the exchanges must be brought home to every business man. This can only be done by persistent canvassing (not merely calling once and leaving the matter, but repeated calls at frequent intervals) until a customer is obtained. Sufficient canvassers must be engaged to ensure a constant stream of business through the exchange. By this means the exchange would act as a centre of attraction to every unemployed person, a continual flow of applicants would be passing through, and situations would be promptly filled.

Need of
canvassing
employers.

16. It must, of course, be understood that the need for canvassers will lessen as the usefulness of the exchange extends ; but, in order to put the whole system on an active and useful basis, canvassing on a large scale is absolutely necessary in the earlier stages. As the work develops, the canvassers would be gradually absorbed in the offices.

17. The trade unions should be approached with a view to using the exchanges as houses of call, instead of the present system, which involves the too frequent use of public-houses. At present, in the case of centralised societies, men have to travel long distances for the purpose of registration. The exchanges should also be used

Desirability
of making
the exchange
a house of
call and
branch meet-
ing place for
trade unions.

for holding branch meetings, etc., and so would in time become recognised as the only centres where the best information (which might be of use to the unemployed) could be obtained.

18. At present there is a great difficulty experienced, when sending applicants a long distance from the exchange where they register, to a possible employer, as the men, in the majority of cases, do not possess the means necessary to pay the ordinary cost of travelling. This could be met by the employment exchanges being placed in a position to obtain from all transit authorities, special workmen's fares in all *bona-fide* cases.

19. It would materially assist the success of the exchanges if the Government and all public bodies inserted a clause in their contracts that their works' departments and contractors should, as far as possible, utilise the machinery of the exchanges for such labour as they require from time to time.

20. In completing arrangements as far as London is concerned, it is necessary that the exchange system should be extended to the cities of London and Westminster, and, in fact, to the whole of Greater London.

General.

21. In order that a scheme of employment exchanges can become really effective a national system should be put into operation. By this means a complete organisation of unorganised labour would be effected.

22. The advantages of this would be, the supply of labour available in all parts of the country could be accurately gauged, and could from time to time be moved to wherever required, and the known surplus could be promptly dealt with in Government schemes of afforestation, reclamation, emigration, etc.

23. The lack of organisation generally, at present, is responsible for much of the chronic unemployment prevailing. Trades that are already overstocked still receive more fresh blood than is necessary, while extreme difficulty is found in skilled industries to obtain necessary hands.

24. The exchanges would be able to tell the exact condition of every trade in the country, and divert youths about to enter business life to occupations where their services would more likely be permanently required.

25. The need for labour in country districts could be met by placing men from the towns who have received an agricultural training, and thus relieve the pressure in large centres.

26. An important point, which we think ought to have serious consideration, is, that if the local advisory committees (consisting of public men, local employers, and representatives of labour) were legally constituted they could become arbitration courts and wages boards.

27. There can be no question but that an organisation such as has been outlined above would greatly improve the status of labour in poorly paid industries.

28. As the exchanges become more extensively used, employers of even sweated labour would be compelled to come to the exchanges for the supply of hands, and the fact that the prices they were paying would be collated and at the disposal of applicants for employment, would, we believe, constitute a considerable check on the evils of the sweating system.

29. Since the commencement of the work of employment exchanges, we have been anxious to work with the trades unions, but, unfortunately, up to the present we have not received their co-operation, and much of the criticism that has been levelled against us accusing us of employing cheap or "sweated" labour, has, we believe, been due to the lack of sympathy shown by the various unions.

30. This difficulty we believe and hope will be cleared away by means of a better understanding.

31. We have found many employers keen on our work, and they would gladly make use of the exchanges if they were placed on a comprehensive basis.

32. There has been a tendency to confuse us with distress committees, and in some cases employers have stated that under our present constitution, if they made use of the exchanges, they would be assisting to aid a

system of State-created labour, to the principle of which they object.

33. The less connection there is between the distress committees and the exchanges, the less chance there is of the work of the two branches of the Central Body being confused. We strongly feel that employment exchanges should be under a separate authority to distress committees.

34. The quality of work offered by employers has, on the whole, been good, situations as high as £3 per week having been notified; and had our work been properly advertised we should have had no difficulty in filling these, and the number of situations notified to us would have been much larger. We find we now receive a better class of order than at first, and we also have a better class of men registering.

35. Workpeople living in Shoreditch have been placed in Bermondsey; workpeople in Woolwich have been placed in Kensington; workpeople in Camberwell have been placed in Islington; workpeople in Lewisham have been placed in Hammersmith; and so on. We can enumerate many instances in which men and women have been placed from one extremity of London to another more quickly than by means of advertisement, and without the waste of time and energy incurred in tramping from one point of London to another looking for work.

36. The present system of employment in vogue, whether in engaging men through advertisement or taking them on at the gate, shows an utter lack of organisation, and is unsatisfactory both to employers and employes. In districts where men are wanted for daily work it is customary for men to wait at the various firms where they may have a chance of work. We find groups of men at a dozen different gates. By using the exchange as a centre, the employer could rely upon having just the men required, and the men could know in a moment exactly where they would be wanted.

37. The exchange, by organising labour, would replace the present chaotic state of affairs by a comprehensive system based on industrial demand and supply.

38. In conclusion, we would point out that all private efforts in the direction of labour bureaux have failed. Private employment agencies can only be sectional and local in their efforts, however ably administered. They can only deal with applicants who have means, and further, only get in touch with a limited number of employers, the situations found bearing a small relation to the number of applications received, or fees collected.

39. I append copy of an estimate prepared by the association of the annual expenditure which it is believed would be necessary to maintain a system of employment exchanges operating over the whole of London, Greater London, and with special officers working the business centres in the counties adjacent to London (Appendix No. XCI (A).)

40. I also append copy of a statement as to labour exchanges in Germany, which was received by the association from the secretary of the Metal Workers' Federation at Stuttgart (Appendix No. XCI (B).)

STATEMENT AS TO DISTRESS DUE TO UNEMPLOYMENT.

41. The greater number of unemployed in Lewisham belong to the building or transport trades; there has been a considerable amount of work in those trades until two years ago, when a serious depression set in. The absence of all machinery to transfer the men affected to districts where a greater demand for labour exists caused great stagnation; the pressure in Lewisham is easing as the men gradually find outlets.

42. The effects of frequent terms of unemployment are bad on the individuals affected; they lose heart and, unless in possession of indomitable spirits, sink into indifference, frequently becoming members of the so-called "wastrel" class.

43. All special work provided by municipalities should only deal with trades in which seasonal depression exists, thus enabling a stricter discipline to be maintained; public works where men of all occupations are employed must be costly, as the slowest men set the pace.

44. Relief works provided by the Central (Unemployed) Body for London have suffered from the same cause as given above.

Mr. Edward James Fair.

29 Oct., 1907.

Desirability of dissociating labour exchanges from Distress Committees.

Work done by metropolitan exchanges.

Advantage of labour exchanges over present system of engaging workmen.

Failure of private labour bureaux.

Unemployment in Lewisham.

Effects of unemployment.

Municipal relief work. Results of relief work under Unemployed Workmen Act.

Mr. Edward James Fair. 45. The class of work provided has been most adaptable ; making cricket and tennis grounds, or preparing ground for cultivation, does not impose such a severe strain on men who are usually suffering from an insufficiency of food as road construction or repair.

46. The total amount of work has not been sufficient to allow of any discrimination between men who are used to manual labour and those who are not ; unless this can be done the financial results can never be very encouraging.

Labour colonies. 47. *Farm Colonies.*—As a training ground for emigration or settlement on the land these offer a wide field for useful work ; as merely places where a man can be sent temporarily for employment, they are much more costly than local relief works and not so beneficial.

Emigration. 48. *Emigration.*—Much useful work has been done in this direction, and as far as Lewisham is concerned the reports received from emigrants have been most encouraging.

Advantages of afforestation. 49. In considering any future means of finding employment for surplus labour, my own experience of landscape work leads me to believe that afforestation offers the most useful field.

50. The work entailed in preparing the ground and planting trees does not offer a constant variation of work, with the result that even the unskilled speedily become useful. It is easy to institute a system of piece-work, which enables the officers in charge to keep a check on the men under their control, and the training given would be valuable to the men in seeking employment under ordinary conditions.

81467. (*Sir Samuel Provis.*) You are, I think, the superintendent of the Lewisham Employment Exchange ; in 1904-5 you were foreman in charge of relief works at Avery Hill and Eltham Park ; and you were clerk to the Lewisham Distress Committee ?—Yes.

Association of Employment Exchange Superintendents. 81468. What does the Association of Employment Exchange Superintendents consist of ?—The Association consists of the exchange superintendents and their clerks, numbering about fifty-five at present all told.

81469. That is to say, the exchange superintendents under the Central Body ?—That is so.

81470. How many are there ?—There are twenty-five exchanges.

81471. Therefore, there are twenty-five superintendents ?—Yes.

81472. And there is a clerk to each ?—Yes ; and some of us have two clerks. I have a second clerk myself.

81473. Lewisham is your district ?—Yes.

81474. Does that mean the Borough of Lewisham ?—That is so.

Experience of witness. 81475. Had you any experience in connection with labour exchanges before you took up the post under the Central Body ?—I was superintendent of the old Lewisham Labour Bureau established by the borough council. I commenced the bureau there.

81476. Perhaps you would say when that was ?—That was about April, 1905.

81477. Lewisham was one of the places which established a labour bureau under the London Bureau Act, I suppose ?—That is so.

81478. That was not very long before the Unemployed Workmen Act passed, was it ?—No. I ran the bureau for about fourteen or fifteen months, I suppose.

Metropolitan exchanges. 81479. We have heard from a previous witness that now there is a labour exchange in each of the Metropolitan boroughs, with the exception of Westminster ?—That is so.

81480. And these are linked together under one Central Body ?—Quite right.

Work done by Lewisham employment exchange. 81481. Have you any figures showing how many cases you have had ?—I have not the exact figures upon me, but since I opened the employment exchange in Brownhill Road on August 27th, last year, I have had about 1,600 situations notified to me by local employers, and during that time I have registered just over 3,000 applicants.

81482. How many cases were found situations ?—I filled not quite 1,300 of those situations. I wish I had brought the exact figures with me, but I quite forgot to.

81483. Did you find those situations yourself, or was it by means of the central exchange ?—Those are purely local situations.

81484. Were some of the applicants found work by means of the central exchange ?—Yes. I have placed about eighty-five or eighty-six men in the twenty-five other exchanges.

81485. Are you able to say at all from memory how far those were cases of regular employment or casual employment ?—I should say those were all, as far as one is able to judge, permanent situations—not my local ones I mean, but those placed in other districts. Length of situations found by Lewisham exchange.

81486. Now take the local cases ; how far were they permanent ?—It is extremely difficult to say. The greater part of them were certainly for periods of at least three months. In the building trade it is very difficult to say. Of course there are no permanent situations in the building trade ; you may send a man to a builder, and he is there for three months, or it might be for three years—you can never tell. A purely casual job, where a man is only wanted for a few days, is quoted in the order book, and these particulars were available when we got the statistics out in the summer for the Unemployed Body.

81487. What was the class of workmen that you found situations for ; were they in the building trade chiefly ?—Principally in the building trade in Lewisham. We have no factories, but we have two engineering works. The bulk of the trade is building and shopkeepers. Class of workmen for whom situations were found by Lewisham exchange.

81488. Were the situations that you got by means of the central exchange of a different class ?—They were of a different class, and included factory workers, clerks and that sort of thing. Of course Lewisham is a dormitory where so many people come to sleep who do not work in Lewisham but who do work in the inner boroughs.

81489. You say in Paragraph 7 : “ On completion of their first year’s works their books will show that there are at least 100,000 men and women in London who are only partially employed, independently of trade unionists.” You are speaking there of a sort of census of unemployment ?—Quite so. Unemployed in London.

81490. Do you think it may be taken that generally the persons who are unemployed do come on to these registers ?—Yes, and increasingly so. In the earlier stages it was not so, but as they gradually realise what we are created for, we are getting a better type of applicant and we are getting more of them to register. Increase of registrations at Lewisham exchange.

81491. That number would exclude the more skilled workmen, would it not—that is, the ordinary trade unionists, as a rule ; they do not come on the register ?—In my case at Lewisham three of the trade unions keep their books in my exchange ; and their members come and sign there instead of signing in a public-house as they usually do. Trade unionists and exchange.

81492. In the figures for Lewisham are you therefore taking in trade union figures ?—Yes ; decidedly so.

81493. Have you anything to do with those trade union branches at Lewisham ; do you yourself exercise any jurisdiction or take any action in connection with them ?—Only in placing the men, if I can. If a situation is notified to the exchange which a society man can fill, I usually give the society man the preference if he is suitable. Practice at Lewisham exchange as to canvassing employers, supplying men, etc.

81494. What do you do practically when you get applications for work ? Do you inquire in your own neighbourhood whether there are situations ?—We have a system of canvassing the employers. We work one district one day and another another, and we follow it up by circularising. In the case of those firms who are on the telephone, and we have no time to go round to see them, we make a practice of ringing them up once in three or four days—constantly keeping the exchange in front of them.

81495. Do you exercise a certain amount of discretion in relation to the men who apply for situations in recommending them to particular employers ?—Most decidedly so.

81496. Do you advise them, then, as to whom they should apply to, or what is exactly the arrangement ?—

If an employer sends to me for a man, whatever he wants, say a carpenter, for instance, I simply select the most suitable carpenter on my books and send him to that employer.

81497. Are there certain rules which are applicable to these exchanges?—We have working rules which are not very stringent. We have a good deal of latitude.

81498. Are those rules made by the central body?—Those are framed by the central body.

81499. Have you a copy that we may put in?—I have not a copy, but I will send you copy. (See *Appendix* to Messrs. Jackson & Pringle's Report, p. 383).

81500. Have you at Lewisham an advisory committee?—Yes, I have an advisory committee.

81501. How is that composed?—The Lewisham Borough Council nominated five members, or rather elected them, I should say, and the Chairman (who was one of the local members on the central body) and myself were asked by the central body to select a list of likely employers and likely trade representatives, which was sent up to the central body, and the bulk of those were appointed on my committee. I have about thirteen members now.

81502. So your committee represents the workmen, the employers and the local authority?—Yes, exactly.

81503. But the actual selection, except in the case of the representatives of the local authority, was made by the central body?—Yes, that is it.

81504. Supposing a man on your register gets employment apart from you, does he notify that to you?—In some cases. As a rule, of course, they simply lapse. We register a man and his name is on the books for seven days; he then has to come at the end of the seven days to renew his application. If he does not do that, we simply pass him to the dead drawer. If he notifies us, as they do in some cases, that he has found employment, we make a note of that. As a rule, he is simply passed to the dead drawer on failing to renew his application, and we conclude that he has found employment.

81505. But the fact of your renewing them every seven days prevents your keeping on the books what may be called dead cases?—Yes; you are still on a live register.

81506. With regard to the trade unions in your district, what is the relation between you and them?—The relation at first was, well, very peculiar. They looked upon the exchange as a blackleg organisation, and in fact, a good deal of nonsense was talked about it, but I managed to get in touch with the local secretaries and arranged for them to allow me to address their branches. In company with my friend here, Mr. Hunt, and another of our superintendents, Mr. Bogan, who takes a good deal of interest in the question, we have addressed these branches, and we have had quiet discussions—sometimes not so quiet as at other times—and we have fought the whole question out. Now they quite realise that the exchange will not injure them in any way, and the feeling in Lewisham is certainly friendly. My advisory committee are arranging a conference on Friday week between the branches in order to finally fetch in those that are outstanding at the present moment.

81507. You have told us what your staff and organisation are; practically you have got two clerks, I understand?—That is so now. I have only had the second one about two months—that is all.

81508. They are appointed by the central body, are they not?—Yes.

81509. Do you get any voluntary assistance at all, or do you depend entirely on your own staff?—Entirely on my own staff.

81510. You say in Paragraph 10: "The superintendents have had to struggle against many difficulties in trying to deal with the industrial needs of the largest city in the world;" would you explain that a little, and say what is the nature of the difficulties you have in your mind?—Yes. The central body, in starting these exchanges—of course one can hardly blame them, because no one had had any previous experience in the matter—hardly looked upon it as a new business, and they did not put first the organising work in the district which ought to have preceded the creation of an exchange. I take it now

that if they were starting a new exchange in a district, they would send an officer or officers to work that district. First of all, these officers would approach the town clerk and from him they would go to the mayor of the borough and to the councillors, and then to the principal employers, then they would get into touch with trade associations and trade councils and all the rest, so as to familiarise them with the idea that they were about to open an exchange. At present when a superintendent starts in a district, no one has heard anything of what he is going to do, or what the exchange is, or anything else. Not one man in twenty knows what an employment exchange is or what it means, and that has made the work exceedingly difficult. It has happened when you go to canvass employers of labour that you have had to explain the principle on which the exchanges are worked. Even a short time ago, in my borough council, one councillor got up and said he objected to the exchange because it cost 30s. to find a man 5s. worth of work. It costs nothing of the sort; but this condition of things leads to much confusion on the point.

81511. I think there is another difficulty, namely, that the existence of the exchange is not always known in the locality?—Yes, decidedly so.

81512. How do you get over that difficulty? You have told us that you send circulars to the employers?—We are gradually trying to advertise the exchange as much as we can. I have been putting in a good deal of work in my spare time addressing trade associations—any society, or guild, or what not, where we have a chance of getting known. But certainly the best method would be to advertise us. Even as far as Lewisham is concerned, if we were advertised on the London County Council tram cars it would be a big step forward; if they would only advertise our exchanges on the sides of their cars in the same way as they advertised their steam boats this summer it would be a big help. I have a scheme which I have just lately introduced. I have boards outside the local libraries on which the caretaker every morning at seven posts up a list of the situations I have vacant. That tends to attract men to the exchange, and also to bring home to those employers who see the boards that we are really doing business.

81513. Does not the fact that you have succeeded in getting a good many situations for the men advertise the exchange?—It does up to a certain point. The difficulty has been this, that we could not get enough situations at the commencement. Going back to my returns this time last year, I find I was then having about seven or eight situations in the week, which was not enough to keep the decent class of men around us. Then when we gradually became known, the employers came to us, and the difficulty arose that we could not get men. If we had been able to fill up at first every situation that we got offered, as we would have done if we had got a fair support, and if we had had a number of canvassers to go round and give the thing a start, we should have been all right. You know the business method; immediately the gas company or the electric light company or the National Telephone Company open a new exchange, or anything of the sort, they put canvassers on. We have nothing of that sort, although the labour exchange is purely a commercial undertaking and nothing else.

81514. Has there been any alteration in the character of the applicants?—I do not mean morally, but I mean in their status and general position—of these men since you first started?—Decidedly so.

81515. Are they better or worse?—They are much better. The indifferent class simply go to the distress committee; in fact, we advise them to go there—we tell them frankly we can do nothing for them and they must go to the distress committee.

81516. And they do not renew their application to be put on the register?—No. We simply try to keep the best of them around us, and to transfer all the indifferent ones to the distress committee.

81517. What about the women; have you any women upon your register?—Yes, we register women.

81518. You yourself would have to deal with them, as you have no female officer?—That is so.

Mr. Edward James Fair.

29 Oct., 1907.

Difficulties in way of the metropolitan exchanges.

Need of advertising the exchanges.

Better class of applicants to exchanges.

Need of separate department for women at exchanges.

Mr. Edward James Fair. 81519. One of your recommendations is that there should be some arrangement of that kind?—Certainly so. It is very unpleasant at the present moment if you have to fetch a respectable girl down to the exchange at nine o'clock in the morning, which it is sometimes necessary to do in order to bring her to the employer, and there are a dozen or twenty navvies—I am not referring to the navvies unkindly—rough types of men, there. That is objectionable to a decent girl.

81520. Have you more than one room in which you see them?—We have only the one room.

81521. So that you cannot see the women in a separate room?—No, we cannot see them separately.

Desirability of dissociating labour exchange from Distress Committee. Proper authority to govern labour exchanges.

81522. You say, I think, somewhere in your Statement, that you would recommend that the labour exchange should be dissociated from the distress committee?—Yes, entirely so.

81523. Would you mind explaining a little more fully why you think that desirable?—My own idea is that labour exchanges should be placed under a Government department, preferably the Board of Trade, working conjointly with the county councils. I think we should work a lot better with the county councils than we would with the borough councils—a great deal better. It would be an advantage if you could work out a scheme by which the Board of Trade got a centralised control, so that they could keep all the exchanges up to a certain standard. Supposing one county council was sympathetic and another one was apathetic, then, unless you have got some centralised authority controlling the lot, you would get one exchange properly managed, and another mismanaged. So you do want some central authority, and, at the same time, you want to work with the county councils in order to get the local interest.

81524. In London, the County Council have rather a large area to look after, have they not?—Quite right.

81525. Therefore, would you say in London it would be desirable to bring in the County Council?—Yes, rather—decidedly, I should say.

81526. It would mean a system of Government management, would it not?—Quite right. My own idea is that the Government should be responsible for the staff, and the staff responsible to the Government, while the local management of the exchange, the cost of offices and fittings, and all that sort of thing, should be found by the County Council.

Importance of linked-up system of exchanges over whole country.

81527. Do you attach importance to linking up all these institutions all over the country?—Yes, decidedly.

81528. Do you think at the present time there is a want of knowledge that there is labour at one place and that there is room for the employment of that labour at another?—There is undoubtedly.

81529. That has come under your own knowledge?—Yes.

81530. Is there a difficulty in this way: Supposing it was known that there was work to be had in a particular place, are the circumstances of the place known; for instance, whether there is housing accommodation there?—Of course, we do not know that at present, but with exchanges working all over the country you would know the exact local conditions. At the present moment, for instance, I have sent some men to the Grimsby dock extension, but then I do not know what the local conditions are there. If we had an exchange at Grimsby, one would know exactly.

81531. I suppose the small numbers you have had to deal with in any particular place, have not made that question of housing important?—No.

81532. You say that London should, for these purposes, be treated as a larger unit than the present county of London?—Decidedly so.

81533. That is, I suppose, in order to bring in the working-class areas outside London, such as Edmonton, West Ham, and similar places; is that what you have in mind?—Yes, and right away into the heart of the adjacent counties all round London, because the building trade is extending and there is not much building in the heart of London. Take my own case; if I go down to Orpington and the other side of Bromley, the building trade is busy at the present moment, but it is frightfully slack in Lewisham and there is practically nothing doing

there at all. But, as I say, when I get out towards Orpington and Bromley, the building trade is working there, and if we were working Bromley we should have a chance of placing our men.

81534. Supposing you had a national system of exchanges all over the country, it would not much matter then what the local area was, would it?—No; that would be a matter of indifference.

81535. Except that the area should be of a convenient size?—Certainly.

81536. Can you give us at all what your exchange Cost of does actually cost at the present moment?—No; but Lewisham I should think as near as I can get at it that it would exchange. be about £350 a year.

81537. The second part of the statement which you have handed in deals with distress due to unemployment, and those Paragraphs 41 to 50, I understand represent your own personal views?—Yes, those are my own personal views.

81538. With regard to those, you are not purporting to represent your association?—No.

81539. I see you have some views with regard to the special work provided by municipalities?—Yes, I have, decidedly.

81540. What do you say about that?—I think that Municipal relief work. in the case of a municipality or of a borough council creating any special work it should only apply to the building and labouring trades; and it can only, to my mind, help those trades. I think that if we imitate somewhat the lines which I believe some of the German towns have adopted, that is to say, reserve all the new street work and improvements for the winter time and do it then—I believe that as a rule they do it by contract—that would help to relieve the distress when it is acutest in the building trade. To send an unemployed printer or engineer or boilermaker to build a new street is simply foolishness.

81541. Have you had personal experience with regard to that?—Yes, I have.

81542. Would you mind telling us what it was?—I was making a new street for the Lewisham Borough Council before I took up the labour bureau work. I had men sent from the stone-yard, and any amount of them were simply useless for that work; they might be quite willing to do it if they could, but they could not do it.

81543. Did you find that they were fairly willing to work as far as they were able to do so?—Some of them were, certainly.

81544. But you thought the work unsatisfactory, because they were incapable of doing that which you set them to do?—Yes, quite right.

81545. And consequently, I suppose, it was expensive?—Very expensive indeed.

81546. Then with regard to farm colonies, have you Faults of had any experience in respect to them?—Only as clerk present to the Lewisham Distress Committee. Of course I have system of had to send men to Hollesley Bay and to Fambridge. Hollesley Bay is the only farm colony really. It always struck me that to send a man to a colony merely for sixteen weeks was a waste of money. It might pull him round, it might restore his health, or anything of that sort; but merely as finding him a job there was nothing in it. It would be much cheaper to find him a local job. If he was a man that you could train for agricultural life or that you could train for emigration, or what not, then to send him to a colony for a fair period would be another matter altogether.

81547. That is to say, if you were to look upon a farm colony as a place of training, you would want a longer stay than sixteen weeks?—Certainly.

81548. At the same time, it did, did it not, find occupation for a man during the time of temporary distress?—Yes, merely as finding him a job, certainly; but I know there was a lot of objection from the social point of view to men being away from home for a month at a stretch—there was a great objection to that.

81549. Did that work badly within your knowledge?—Yes, it did. There were lots of complaints about it as far as Lewisham was concerned.

81550. I see you think that afforestation, and such like work, would be the best thing on which to put the unemployed?—I do.

81551. But would there not be this difficulty, that afforestation can only be done at certain times of the year?—You can, of course, do it in the height of summer, but it would not be very profitable to do so. As a rule, you can do it for about eight months in the year, if you include preparing the ground. Planting the trees is, of course, another matter.

81552. You could not do it in a very severe winter, when the ground was covered with snow?—You could not do it then, certainly not.

81553. That is the sort of time, is it not, when the unemployed chiefly want employment?—Yes; but then, I think, if you organise your local work, that would deal with the class who are affected and who are, to use a well-known term, frozen out. Is the building trade chiefly that is affected by the frost and snow, and all that sort of thing.

81554. (*Mr. Lansbury.*) You agree, I suppose, that labour exchanges do not really create work?—No, they will not create work, but I think they will tend to extend it, to a certain degree. I believe all improved organisation does that.

81555. To make more work?—Not exactly to make more work, but by reducing the period which elapses before a man gets employment now, I think it will tend to improve matters. I look upon it in this way: take a screw-cutting machine, and say you get one that produces so many screws per hour, and then you get an improved machine which produces a great many more, I do not think that creates work. So I am not going to say an employment exchange is going actually to create work, but I think an improved organisation will tend to find it.

81556. We are in a very bad period just now; there is nothing to prevent you, or to prevent labour exchanges in London, finding employment for all the men, if there were jobs for them in the country, say?—There is not in London, of course.

81557. I am putting it in the country. You could write to Manchester, Liverpool, Leeds, Bradford, all these various cities, for there is nothing to prevent you communicating with the town clerk?—You could not do it like that; you could not possibly do it.

81558. You are aware, are you not, that the Local Government Board did communicate with all the local authorities a few years back?—Yes.

81559. Three years ago, I think it was?—Yes.

81560. Did you see the return that came up of the places where men were wanted?—No, I did not.

81561. I think you might get that; it might help you in making up your mind as to what a labour exchange will do in the way of finding work. The assumption, I take it, is that there are jobs somewhere, but men and women do not know where they are?—They ultimately find them, but an exchange properly worked will find them quicker?

81562. It may be my density, but I cannot understand how that in any way adds to the volume of labour for a period; I do not quite see it. Take the Orpington building trade; I understand that at Orpington just now the building trade, you say, is busy?—It is fairly so.

81563. If you were at Bromley, you could supply the men?—Yes.

81564. Are there any men in Bromley to supply the needs there, or are the builders at Orpington not able to get their men?—They ultimately get them, but they have a difficulty.

81565. Are they able to get them to-day?—I do not mean ultimately, I mean now?—There is a difficulty in getting them.

81566. If you would not mind letting me have the addresses of them, I should be obliged, because we have got plenty of men we could send. You ought to be able to fill them up quite easily?—I have not the time to get in touch with the builders.

81567. You have just told us that you put notices outside your libraries; you could say: "At Orpington so many builders want men"?—It would not work at all, because then every man unemployed in Lewisham would go down; and that would defeat the objects of the exchange.

81568. They would go down there certainly and get the work?—They would get a lot of applicants for the work who would not be of the type they want.

81569. The point is, are they really wanting men? I am interested in this, because I can send them some?—I cannot say definitely. I have got in touch with these men to a certain extent, and there certainly does seem to be a demand for men there which there is not in Lewisham at the present time.

81570. That does not mean that the demand is not being met—that is my only point?—Certainly not; and I do not wish to say that at the moment, but I do say that an exchange working in Bromley would fill those situations quicker than they are filled now.

81571. And probably increase the amount of building that is going to be done there?—No, I do not think so.

81572. Then the volume of work would not be increased?—If you put it like that, no.

81573. Then about saving work up for the winter-time; do you mean the making of a new road, or the re-making of a road, and that kind of thing?—Certainly.

81574. You think that ought to be saved up for the winter?—Yes, I think so, and I have always thought so.

81575. Of course, there is the point Sir Samuel Provis put to you, that in the wintertime the roads freeze; that is certainly the worse time to do this work, is it not?—Certainly it is, and the most expensive.

81576. Then the argument about afforestation being unsuitable in winter really holds good in reference to your reserve work too?—Of course, if frost and snow come in, it stops all outside employment.

81577. That is the point I am trying to make, that when you get to that point, there is hardly any outside work that can be done at all?—Probably none at all.

81578. Then as to the separation of a man from his wife and children at the labour colony; did you hear any complaints in Lewisham, and if so, what was the nature of the complaints?—It is difficult, in a mixed audience like this, to say exactly, but there were a good deal of complaints from a social point of view.

81579. Lewisham must have been rather peculiar. Could you let us know the number of cases in which the women went wrong—that is what you mean, I suppose—because of the absence of the husbands?—I do not think I could definitely state a case, but there was a good deal of suspicion abroad, and I think that is almost as bad.

81580. Is it not rather unfair to put it in the way you have—that there were a good many complaints?—There were complaints, you know, and there was a lot of suspicion.

81581. I want to know in how many cases that suspicion fixed itself; because it is a serious thing?—There were two cases at least in which I do not think there could be much doubt.

81582. But it was never finally proved?—No. In one case the husband objected to proving it.

81583. Objected to what?—He did not want to prove it. He made the complaint at first, and then he let the matter slide; he did not like to prove it. That was a case in which he accused one of the inquiry officers of misconduct, and I am afraid from the inquiries we made, there was little doubt but that it was true.

81584. There are two cases that you have in your mind, are there?—Yes. I do not want you to misunderstand me. I am not saying that it is bad, but there was a complaint, and I think it would be far better, if you could, to send the wife and children as well to the colony, and to give the man a long period of training rather than just this sixteen weeks. That is all that I want to bring out. I do not know that there was anything radically wrong in it, but there are objections from the social point of view, and also, I think, it is wrong in every way to separate a man from his wife if you can possibly avoid it.

Mr. Edward James Fair.
29 Oct., 1907.

How far labour exchanges can remedy unemployment.

Question of postponing road-work etc., till winter months.

Labour colonies: suggested objection from social point of view of separating husband and wife.

Mr. Edward 81585. You are a man who has had considerable
James Fair. experience?—Yes.

29 Oct., 1907. 81586. Are you not aware that many carpenters, many
engineers, and many labourers go away from their wives
and children to work in other parts of the country, or in
other parts of the Metropolitan area, right away from
them, so that they are not able to get home every night?
It is not anything very unusual to leave your wife and
children to go to work, is it?—No, but I think, as a rule,
they come home for the week ends.

81587. They come home possibly every week, but not
always that?—Not in all cases.

81588. So it was not so new a thing?—I was not
bringing it forward as that at all. But there is an objec-
tion to it.

81589. I know there is an objection to it, but I am
wanting to put it to you that very often men have to do
this objectionable thing even under ordinary circum-
stances; that is all?—Yes, that is so.

Costliness of
labour
colony
relief.

81590. Then, as to its being more costly than local
relief works, the local relief works are tolerably costly, too,
are they not?—Yes.

81591. Any work that we have to provide in this sort
of way is bound to be costly?—It should not be so costly
if it is properly organised, I think.

81592. That is to say, if you eliminate the men who are
physically unfitted for the jobs?—Certainly.

81593. Have you any proposal to make in regard to
this?—No, I have none.

81594. There is a very large number of them, is there
not?—Yes, there is. I should say that the only solution
I can see is to take those men and their families to a
colony, and by careful training and good food to try to
bring them back to a state of efficiency if you can.

Rules for
exchange
superinten-
dents.

81595. (Professor Smart.) You have issued rules to the
superintendents?—Yes.

81596. And you are going to put those in?—Yes, I will.
(See Appendix to Messrs. Jackson & Pringle's Report,
p. 383).

81597. Have you observed they have any cramping
effect on the efforts of some of your superintendents?—
I do not think so. If a rule seemed to clash with the
work of my exchange I used to ignore it; it never seemed
to trouble me very much.

Advantage of
labour
exchanges to
employers.

81598. You say that employers promptly found that
they could not obtain men so quickly by any other means?
—Quite so.

81599. I suppose that applies to the small employers,
not to the large ones?—It applies to the large ones too.
Elliott Brothers, the engineers, wanted a charge hand for
a capstan lathe a short time ago. They told me there
were plenty of them in Derby, but they did not believe
there was one in London to be found. I found them one
the next morning.

81600. Then you have some large employers on your
books?—Yes. That man started at £2 17s. 6d. a week.

81601. Do you consider the advantages of an exchange
to business men are so great that employers only require
to be aware of them?—Yes.

Need of
regular staff
of canvassers.

81602. Have you any canvassers just now?—Only
myself and one assistant, who gets out as much as he can.

81603. You make a plea for a regular staff of can-
vassers?—Yes.

Desirability
of making
exchange a
house of call
and branch
meeting
place for
trade unions.

81604. What do you mean by the unions using the
exchange as a house of call?—At present the members of
some of the unions sign their vacant books at our ex-
change, though as a rule they keep them at public-houses.
We want them to keep them in our exchange, so that we
shall have a constant stream of these men coming through
the exchange, and as we get orders over the telephone, or
by post, we can place these men.

81605. Do you go the length of proposing to trade
unions to hold their branch meetings on your premises?—
Yes, I would give them an opportunity of doing that.
They could pay a small rent. I think most of them in
Lewisham would prefer to do so.

81606. Then you do not think there is any danger of
being too exclusively regarded as a trade union organisa-
tion?—No, I do not.

81607. You see no danger there at all?—No, I do not.

81608. Do you recommend that a railway company Cheap
should be bound by law to carry workers at reduced rates? railway fares
—Yes, I do. for workers.

81609. What is the constitution of the local advisory Constitution
committee just now?—I have about eight employers and of local
five representative employees. advisory
committee.

81610. Representative people?—Yes, that is, members
of trade unions.

81611. Who elects them?—They are nominated by
their society, and then elected by the central body.

81612. That is, nominated by their trade union society?
—Yes.

81613. Who elects the employers?—Partly the central
body, and partly the borough council.

81614. Are they working well?—Yes, very well indeed.

81615. Are there any women among them?—No, there
are no women there.

81616. You think they might be admirable bodies for
higher purposes?—I do.

81617. Boards of arbitration, for instance?—Yes.

81618. You find there are many small quarrels which
might very well be appealed to boards, but the boards are
not always to be found?—That is what I say.

81619. Since you wrote this Statement, you seem to Trade union
have had some signs of trade unions coming round to attitude to
labour exchanges; is that your experience?—Yes, labour
My friend, Mr. Hunt, and myself are addressing one of exchanges,
the ship-workers protection associations to-night at
Bermondsey. We are gradually getting into them. It
is only a question of meeting them on their own ground,
and debating the question with them.

81620. You think that is a thing we need not be afraid
of?—I do not think you need at all. I do not see any
objection to it. We do not create under-priced labour.
There is a lot of nonsense being talked about exchanges
being blacklegs, and about blacklegging exchanges.
There is nothing in it. Sweated conditions of employ-
ment are more likely to come from employers advertising
or taking men on at their works, than they are through
a public exchange. My experience is that the very cheap
employer of labour does not care about coming to us,
because he does not want us to know what price he is
employing all his hands at. I had a case only the other
day of an employer at Lewisham, who poses as a Christian
Individualist. He telephoned to one of our London
exchanges for men, and of course, the order was passed
on to me. I went down to see him, and he did not want
them. I knew the reason why.

81621. Is there not perhaps something in the objection
on the part of the trade unions that employment ex-
changes confer a benefit on unorganised labour which
hitherto has been confined to organised labour?—But
then the exchange is being supported from the public
funds, and if you benefit the unionist you must also
benefit the non-unionist.

81622. Have not the unions all along hoped to spread
their organisation over the unskilled labour?—Yes.

81623. Now you are helping unskilled labour to do
without the unions?—I do not think so, because the
whole functions of a trade union are not finding employ-
ment for men. As a rule, an employer objects to go to a
trade union for his men.

81624. But do you not think that is a good deal at
the root of this objection?—I think it is to a certain
point. The trouble is with the smaller societies. A
small trade union to a large extent lives out of the non-
society men, that is to say, their principal effort is to
find work for their members, and in doing that they
squeeze out the non-society man. That is the class of
society that the principal difficulty will be with, I believe;
it will not be with a great organisation like the A.S.E.,
or something of that sort, but it will be with the small
unions.

81625. Speaking of the building trade, a builder is Engagement
engaged universally by the hour, is he not?—That is so. of men in
building

81626. And his job never lasts longer than the finishing trades.
of the building?—Quite right.

seasonal
depression
building
ades.

81627. Referring to Paragraph 43, what do you mean by "seasonal depression" in the sentence: "All special work provided by municipalities should only deal with trades in which season a depression exists"?—I am referring there to the building and allied trades.

81628. You mean temporary depression then?—The building and allied trades are always slacker in the winter than they are in the summer.

81629. Then in Paragraph 47 you say that farm colonies are usually more costly than local relief works; that, of course, is true?—Yes.

about
colonies.

81630. But if the local relief works were put on a permanent footing, and had to be kept open all the year round, would they be more expensive than a farm colony?—That is another matter. I do not think they would.

81631. If anything in the nature of the Unemployed Workmen Act is renewed, probably some form of permanent organisation will have to be kept up?—Yes.

81632. Which will either be giving powers to local bodies, or in the form of farm colonies?—Yes.

81633. Would you then say that farm colonies were the most costly?—No. If you are going to have permanent relief works, the farm colony would be the cheapest I think.

81634. Why do you say they are not so beneficial?—As a temporary means, that is all. Personally, I am a firm believer in farm colonies. I believe to give a man a training it is the finest thing you can get; but merely as a temporary measure for finding a man a few weeks work or temporary employment or anything of that sort, I have always felt that local relief works are the best.

value of
afforestation.

81635. Have you any experience of afforestation?—Yes, I have, decidedly.

81636. Have you any experience of market-gardening?—I have had very little experience of market-gardening.

81637. What experience have you had of afforestation?—For one thing I was in the service of the London County Council for some years, in their Parks Department; and I have also worked in the Midlands in one or two places.

81638. What afforesting work had the London County Council?—They are doing tree-planting every year, a tremendous lot of it.

81639. In London?—Yes.

81640. In the parks?—Yes.

81641. Is it not the case that experts in afforestation say that the only kind of labour that is worth anything in afforestation is highly skilled?—I do not think so—not in preparing the ground, at any rate.

81642. Then you would be surprised to hear that the experts as a body say that there is no outlet there for unemployed labour?—I should be very much surprised.

81643. You say in your last paragraph that the training given in afforestation would be valuable to the men seeking employment under ordinary conditions?—Certainly.

81644. How do you make out that the training would be valuable, if you say it is so mechanical and so easy?—For one thing it is building a man up, and it is fitting a man for work, say, on a farm. A man who had been through a course of work of afforestation would be of much more use to a farmer, even if he had no actual experience of farm-work, than he would be if he had not been through a course of afforestation.

81645. As regards health?—And physical fitness generally.

81646. But it would not give him a skilled trade?—No, certainly not.

practice of
Lewisham
exchange as
selection
of men for
tuitions
ferred.

81647. (*Mrs. Bosanquet.*) What do you do with a man who refuses a situation; do you keep him on the books? It depends entirely on what grounds he refuses it.

81648. Do you give preference to the men with families, or to the men who have been long out of work, or do you take them in order of application?—It depends on industrial fitness entirely. We have nothing to do with a man's family; that is his private business. It is simply a man's industrial fitness. If two carpenters apply, and the carpenter who is a single man is the man fitted for the job, he goes.

81649. You would give them no preference according to the order of application?—No; none whatever. *Mr. Edward James Fair.*

81650. You would always judge by their fitness?—29 Oct., 1907.
If we have any doubt we take the characters of them, but as a rule any one who is used to interviewing men can generally tell whether a man is suitable or not.

81651. So that the man is to a certain extent at the mercy of the superintendent?—He has always the opportunity of bringing his case before the advisory committee, if he does not think he has been justly treated.

81652. That is so, is it?—Decidedly.

81653. So that if he thinks he has been hanging on the books too long, he could appeal to the committee?—Decidedly.

81654. And they would decide?—Yes.

81655. (*Mr. Gardiner.*) I did not quite understand the answer to a question that Sir Samuel Provis put to you, namely: Have you any method to suggest whereby trade unions could be brought into closer touch with exchanges?—It is very difficult to make a suggestion, but I think if the central body went on the lines they are going on now, and allowed the local superintendents to gradually organise their trade union branches and get in touch with their local trade union branches, these branches would of themselves come in. That is my experience in Lewisham. The central committee of one trade union in particular advised their members to have nothing to do with us, but the local branch in Lewisham are on the exchange, and are very anxious to hold their branch meetings there, because they realise that the exchange is doing nothing against their interests. It is a thing I do not think you can jump at for a moment. If you get the exchanges to give the trade unionist the same facilities as an ordinary applicant, and the additional one of taking their vacant book for registration but not compelling their men to register, and if you also offer them facilities to hold their branch meetings and that sort of thing in the exchange, I think they will gradually come in.

Method by which trade unions might be brought into closer touch with labour exchanges.

81656. That is, so long as you adopted the standard rate of wages?—No; I do not see how you can adopt a standard rate of wages. Question of adoption of standard rate of wages by labour exchange.

81657. Would you find a man for a job if it was to be paid at, say, $\frac{1}{4}$ d. per hour below the standard rate?—If a man on the books accepts it, certainly.

81658. Would not the trade unionist object to it?—He might object to it, but I do not see how he can help himself.

81659. He would withdraw his vacant book?—Then the only thing would be that when a firm paying trade union rates sent to me, as has happened before in Lewisham, a non-society man would get the job. That was the thing that brought the society men round. I used to canvass the employers, and if they sent to me offering the standard rate of wages, if a society man was not available a non-society man got the job.

Lewisham exchange and trade unions.

81660. That led to a coolness for some months, I suppose?—Yes.

81661. But in spite of that, vacant books are kept in your office?—Yes. I have one branch now that I am working simply by putting non-society men into one firm which previously had got all society men.

81662. Given one job, and two men apply, and as far as you are able to judge they are of equal fitness—the one a society man and the other a non-society man—which would you take?—I should take the society man as being the best man, certainly.

81663. Would you give him the preference, other things being equal?—Decidedly.

81664. (*Sir Samuel Provis.*) You will send us a copy of your rules?—Yes. (*See Appendix to Messrs. Jackson and Pringle's Report, p. 383.*)

81665. Have you a form of register?—It is all on the card-index system.

81666. Would you send up one of those to the Secretary, if you please, if they are in a particular form?—Yes. (*See Papers handed in by Mr. Beveridge, Appendix, No. LXXXVI (E).*)

Capt. Henry
Frederick
Wilkinson.

Captain HENRY FREDERICK WILKINSON, called; and Examined.

29 Oct., 1907.

81667. (Sir Samuel Provis.) You are Secretary of the National Association for the Employment of Reserve and Discharged Soldiers?—Yes.

81668. You have prepared a Statement for us which we may accept as your Evidence-in-chief?—Yes. (*The Witness handed in the following Statement*)

CAUSES.

Causes of
unemploy-
ment.
Alien
immigration.

1. *The Invasion of Aliens.*—These persons no doubt push out our workers, cheapen labour, and spread crime and disease. They are especially harmful to the clerk and servant class. At this bureau, when stating the wages asked for by our ex-soldiers, I am constantly met with the reply, "I can get a German for less than half that money." The consequence is that our best men are driven out of the country (for it is our best men who emigrate), and the less capable are crowded out by the foreigner, and swell the mass of unemployed.

Female
labour.

2. *The incursion of women and girls* taking smaller wages than men, into pursuits not feminine *per se*.

Social and
economic
evils.

3. *The physical and mental inability to work* of a large and, I fear, a growing proportion of the population, caused by:—

(a) Early and improvident marriages.

(b) The union of diseased persons.

(c) Crowded homes, insufficient nourishment and fresh air.

(d) Ignorance of ordinary sanitary laws and hygiene on the part of parents.

(e) Growing extravagance in dress in the attempt of the poorer to imitate the richer classes, involving scanty meals, and consequently an anæmic and weakly condition of the body, resulting in even more sickly families.

Uneducative
boy-labour.

4. *The practical abandonment of the apprenticeship* of boys to trades. As soon as a lad leaves school he is sent to the first job that brings in most money to the parents, regardless of his future prospects. When he grows to manhood he loses his situation and joins the crowd of unskilled and casual labourers. The postal authorities take on lads of fourteen who join with a view to becoming postmen and sorters with a pension in the future, and are obliged to throw hundreds of them out every year at the age of sixteen, without any trade or prospect of work.

High rates
and taxes
and foreign
competition.

5. *High rates and taxes and competition with foreign trade* compel employers to reduce their staff to a minimum, and to employ cheaper boy and female labour instead of male. Whereas in old days good hands would be kept on in idle seasons, now employers discharge extra hands in slack times, and take on the casual worker when busy.

Tradeunions.

6. I think *the trade unions*, although they have done excellent work in stopping sweating and securing a living wage, have somewhat overstepped themselves and destroyed the family feeling between the old employer and employed, and are thus also indirectly responsible for unemployment.

Machinery.

7. *The increase of labour-saving machinery.*

Over educa-
tion of the
poor.

8. There can be little doubt that free and higher education has in a sense added to the difficulty of employment. Numbers of children are educated in schools to take positions beyond the station in which they are born, such as clerks, etc., of which there are not sufficient vacancies. They will not accept, and are not trained for, rougher work.

Lack of
discipline.

9. *The lack of control and discipline* amongst the younger people nowadays increases as they grow older, making them intolerant when in work, and under the slightest provocation or reprimand throwing themselves out.

Government
economies.

10. It is of course obvious that if a Government economises, *such economy is the cause of much distress and a shortage of employment.* The working classes do not seem to realise that the greater proportion of the money spent on the Army and Navy and public works, etc., comes out of the pockets of the richer classes, remains in England, and comes back to them (the working classes) in wages.

11. *Military Aspect.*—Turning to the particular work of this association, what applies to the civilian applies in most cases to the ex-soldier, and he also has to suffer disadvantages of his own.

Unemploy-
ment among
ex-soldiers.

12. It is comparatively easy to find work for the men of the Royal Horse and Royal Field Artillery, Cavalry, Army Service Corps Transport, and Royal Engineers, as they have some kind of a trade to offer to employers. They can drive, groom, etc., and are used to hard work, but the linesman is the most difficult man to place, as his duties while serving are comparatively light and he learns little or nothing but discipline and drill. This seems to point to the cause of unemployment of many ex-soldiers, viz., the want of some instruction during service to fit a man for civilian life.

Difficulty of
finding work
for ex-
soldiers, and
causes
thereof.

13. Another cause of unemployment is the disinclination of many ex-soldiers to live away from home and work in the country, and to endure the hours and wages of civilian life, which are often longer and the wages smaller than in military service.

REMEDIES.

14. It is more difficult to suggest remedies, but I would venture to lay the following before the Commission:—

Remedies for
unemploy-
ment:
restriction of
alien im-
migration.

(a) *A stricter Aliens Act.*—When there is not enough work for our own people it cannot be politic to allow a number of foreigners to enter the labour market and make things worse. The Germans do not act so foolishly. I am convinced that this is at the root of our trouble.

(b) *No doubt it is a good principle that the State shall do nothing for individuals that they can possibly do for themselves.*—State provision weakens the energies of people, who, left to their own exertions, become self-reliant, hardy, and enterprising, but if the State feels it incumbent to take our children and feed and educate them, and provide pensions for the aged, etc., why should it not take the whole duties of a father, and control marriages, and forbid the union of diseased persons, etc., subsidise and encourage apprenticeship?

Objection to
State relief.

(c) *I would also recommend an increase of training ships and military and naval schools.* It is quite extraordinary how lads taken from bad homes and surroundings improve in these environments. Not only would there be a constant supply of recruits for the Navy and Army, but an improvement in the character and physique of many thousands of the young. The number of unemployable and loafers would therefore largely diminish.

Training
ships and
naval and
military
schools.

EMPLOYMENT BUREAUX.

15. In dealing with the unemployed ex-soldiers in this institution it is found necessary to draw a sharp line between the two classes of unemployed, viz., those who ask for charitable aid, the unemployable and the loafer, the man of doubtful or bad character; and the man of tested and good character who wants work. For the past twenty-two years we have only attempted to deal with the latter class, those who have left the Army with "Exemplary," "Very Good," and "Good" character up to date. Latterly—owing to the fact that some 20,000 to 30,000 men leave the service every year and employment is so scarce—we have only been able to deal with those who have been transferred to the Reserve or discharged from the colours recently, or within three months. We have steadfastly set our face against charity in any form, so that any man of good character can apply to us for work without fear of being accused of "cadging." We have during the last few years become even more strict in obtaining references and in only registering the best, with most beneficial results. Not only has the confidence of employers in our association increased, but the men themselves are encouraged to make greater efforts while serving, to obtain recognition by us on leaving the colours. We have further decided latterly, that after we have once placed a man in a situation of a permanent character, to leave him to his own exertions, so as to encourage his self-reliance, and we do not help him again unless he is thrown out of work through no fault of his own. I cannot but think that civilian labour bureaux should be conducted on the same lines.

The Nation
Association
for the
Employment
of Reserve
and
Discharged
Soldiers, its
object and
principles.

the National Association for the Employment of Reserve and Discharged Soldiers, its Object and Principles.

81669. (Sir Samuel Provis.) Will you tell us a little about the nature of your Association?—It is an Association whose efforts are directed towards getting employment for reserve and discharged soldiers, of good character only.

81670. Then there is some investigation of character, I suppose?—Yes, and it is very strict indeed.

81671. You have a register, I presume?—Yes, we have a large register. Every man who leaves the Colours is provided with an Army Form, D. 402, which directs him to register either at my head office or at one of the branches. It is only given to men of good character.

81672. Is the investigation then made by the Association, or is it made before this recommendation?—A man is only recommended to us by the Army officer as a man of good character, and then when he comes to me he undergoes a further investigation.

81673. In what way do you make your investigation?—If a man has a very short service I usually try and get a character before he joined the service. I am not sure whether you know the different Army characters—"Exemplary," "Very good," "Good," "Fair," "Indifferent," and "Bad." If a man has only a "Good" Army character, not "very Good" or "Exemplary," I usually write and ask for the details of his character during his service, just for my private information, so that I may judge whether to put him into an ordinary working place, or into a confidential place of some trust.

81674. When you have got this information you see the man, I suppose, yourself, do you not?—I see every man who comes to my head office in London. I see men every morning.

81675. And you have branch offices?—We have 114 throughout the United Kingdom.

81676. Therefore your organisation extends to the whole country?—Yes, to the whole of the United Kingdom; we have four branches in South Africa and one in Egypt.

81677. Do you endeavour to obtain employment for the soldiers who are discharged and who are on your list?—Yes.

the Association's method of finding employment for ex-soldiers.

81678. In what way do you get the employment? Are you brought into connection with employers in some way?—I do it in several ways. We advertise a good deal, but I have no great faith in advertising. We also answer advertisements, and I call on employers when I think it worth while. But in London I find that in the case of a busy man if you call and he thinks you are going to give him a large order for pepper or salt or whatever it may be, and then finds you are only asking for employment, he is rather annoyed though civil. But when I see a good opportunity I go to them. For instance, at the opening of the Tube Railway I called at the right moment, and I got a large number of men put on.

the nature of employment fund.

81679. What is the nature of the employment generally?—It is very varied, as the men are of such a variety of classes. We have engineers who are skilled men, and we have the ordinary unskilled person. We have clerks, chauffeurs, grooms, valets, and all kinds of people.

the numbers of ex-soldiers applying for employment.

81680. Have you any notion of the numbers who apply?—For the twenty-two years we have been in existence we have found what we call permanent employment for 104,703; and last year we registered at all our branches and at the head office 16,343 and found permanent employment for 8,179 and temporary employment for 2,546.

the distinction between permanent and temporary employment.

81681. How do you distinguish between permanent and temporary employment?—I will just read you our rule which gives the definition; that will be the shortest way of answering your question. "Employment will be classified as permanent or temporary according to the definition of the employer; it will further be defined as 'permanent' when the employment lasts over three months or is of a nature that a man can retain for a period not limited; as 'temporary' when the employment is terminable within three months from its commencement." Of course, we cannot absolutely guarantee that it is permanent, but we do not mark a man as permanently employed unless he has settled down for three months and the employment has every appearance of lasting. Of course the employer may go bankrupt and put him out of work.

81682. The association is a voluntary organisation, I presume?—Yes, perfectly so. We are rather unique in that we do not beg. I think we are the only society that does not beg.

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81683. How do you get your funds?—We have a Government grant of £1,000, and nearly all the regiments contribute £2 or £5, as the case may be, from the profits of their canteen funds, and charities. Then a certain number of private individuals who are interested in it, subscribe.

81684. So I take it your expenses are only office expenses?—Office expenses, postage, advertising, and so on. We do not give a man a penny, and never have any money dealings with them at all.

81685. Not even in cases of distress?—No, never. They do not very often come to me in distress, but if they do, I always hand them on to the nearest bureau or charitable organisation that I know of, or to another military society which is given up to charity.

81686. Practically, do you find that you have any difficulty in providing employment?—Yes, I have great difficulty in getting, not simply employment, but especially the employment I want and the men like.

Difficulty in finding work for ex-soldiers.

81687. Would you explain that a little? The men state the exact employment they desire, I presume?—Yes. When they come to register at my place they put down the kind of work they would like, and the kind of work they can do. They do not always like what they can do. Sometimes a man has been in a trade before he has enlisted, and he will not go back to it again. That is rather curious.

81688. Is there any particular class of employment that they desire, and that is more popular than anything else?—Yes. I think they prefer what they call "living-out" work, such as warehouse work, motor-car work, railway work and so on. As a rule they dislike a living-in job, and I do not altogether blame them. When a man is put into a house perhaps as odd man, he is kept at it till ten o'clock at night; so he prefers a job where he can get home to his family at six, and perhaps after that get a little job at something else.

81689. A good deal of the work would not be familiar to them, would it, and they would not easily become familiar with it?—No, some would not.

81690. I have rather gathered from one of your paragraphs that the men in the Cavalry regiments are more easily provided for?—Yes. The Artillery, the Cavalry, the Army Service Corps, and the Royal Engineers are most easily provided for, because they all have more or less of a trade—either horses, or engineering, or driving, and so on. The Army Service Corps especially are very handy men.

81691. Then those men would not have any difficulty in finding situations?—Not much.

81692. What about the less trained men?—It is the Linesman who has done nothing but drill and that kind of thing whom it is most difficult to provide for. He is often a much shorter man, and so it is more difficult to find work for him.

81693. Do the men work pretty well?—Yes, exceedingly well, really. Of course, we only take the best, you see. We are unable to deal with both classes at our place, so we are obliged to limit it to the men who have kept a good character while serving.

81694. You make rather an interesting statement in Paragraph 13 to the effect that there is a disinclination on the part of "many ex-soldiers to live away from home and work in the country, and to endure the hours and wages of civilian life;" is that because the hours are longer than in military service?—Yes, they are, there is no doubt about it; and, of course, the pay in the Army is exceedingly good at present.

Dislike of ex-soldiers to work in the country, and reasons therefor.

81695. What are the hours in the Army?—I could not exactly say, as they vary a good deal. A man of good character in a Line regiment is very often done by the afternoon in ordinary times, though they work much harder now than they used to.

81696. He gets a certain number of hours in the day?—He is done by tea-time as a rule, unless he happens to be on guard, and he has his tea and goes out for the evening till twelve o'clock at night, perhaps.

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Frederick
Wilkinson.

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81697. And he misses that?—Very much. Then he misses the comradeship of the army, too. Many of them have been to India, and they come back to their old parents, and they do not like to leave them to go into the country where I might often get them work. Then the wages in the country are so poor, which is another reason why they will not go.

81698. And so they remain in town?—Of course I am only speaking of London, and of the men who come to my office. Even in the branches they generally will not accept these places unless they are real countrymen.

Casual
boy-labour.

81699. In your statement you enumerate the various reasons which you think lead to unemployment, and are causes of unemployment. You mention, amongst other things, the practical abandonment of the apprenticeship of boys to trades; is the absence of apprenticeship or the diminution of apprenticeship within your own experience?—I have been more or less mixed up with this sort of thing for many years. I had a large boys' club and men's club in Marylebone for many years, and I have had five years of this present work since the war. I carried on a cadet corps at Marylebone. I found almost invariably when the boy left school he was popped into a job which brought him the most money for a time, but he learnt no trade, as a rule, because the parent could not afford to put him into work where he would only be paid a small sum. If he were learning a trade, it would be, say, half-a-crown, but in the other case he would get 10s., and so be able to provide boots and clothes and part of his food.

81700. But when his employment as a boy came to an end he would be thrown out of employment altogether?—Yes.

81701. If there is any point you would like to mention in connection with it, or anything that you would like to add, please do so?—Thank you. I should like to say that I am only speaking of men, and that I have no experience of the under-employment of women, and if I may, I should like to apologise for the sketchy nature of my statement.

Trade unions
as cause of
unemploy-
ment.

81702. Then I think you consider that trade unions have had some effect in creating unemployment?—I do not wish to criticise them, but I cannot help thinking from my own experience of about twenty-five years that there has been a great change—and I have noticed it specially—in the feeling between the good old-fashioned employer and his employee. I am thinking of some of the old firms who used to keep their men on through bad times. It is difficult to give the names of firms, and I should not like to, but the impression I have formed is that now they take men on and put them out at once when trade is slack.

81703. One effect of trade unionism has been, has it not, to get the men better wages?—Yes, and it has stopped sweating and all that kind of thing. It has done immense good; I did not mean to say in the least that they have not done good.

81704. It has done a great deal of good for the men in that way?—Yes, but it has a little destroyed the sort of family feeling between the old-fashioned employer one used to know in old days and his employee whom he knew from a boy upwards.

81705. In what way would that bring on unemployment?—In the old days, a man would keep his staff on through bad times and good; now, when he gets slack he pops them out and takes on a casual hand when busy.

81706. It has simply to do with a commercial reason?—Yes, quite. He has not got the same interest in his men.

Machinery
as cause of
unemploy-
ment.

81707. Then you refer to the increase of labour machinery as one of the causes, but that would be a temporary effect, would it not?—I should think it would be permanent.

81708. After a while you would get a number of them employed on the machinery, but not so many as were displaced, would you?—I have no experience really of that, and that is only a thought which I put down.

81709. You also think that the invasion of aliens has had a good deal to do with it; has that come from your experience in London?—Yes, it has. I never allow a soldier to work under the ordinary wage if I can help it, unless he does so of his own accord, and I constantly find people saying to me: "I can get a German servant or I can get a German cook, or I can get a foreigner for half the money; I think your soldiers are very extravagant in their demands."

81710. There are trades which the aliens, the Jews in the East End particularly, work at, but you refer, do you, to cooks and valets and people of that kind?—Yes, that is what I am especially thinking about. It always strikes me that there is only a certain amount of work to be done, and we have too many men in England do it, and I can never see why others should come in and make matters worse.

81711. What is your view with regard to employment bureaux; do you think they are advantageous?—Yes, I do, for this reason, that an employer perhaps advertises for a porter and he gets 500 or 600 men outside his building, and he has to sift all their characters and interview them all, or as many as he has patience to, and then perhaps does not find the right man. But if he telephones down to me, "I want a porter for my shop, he must be a sharp young fellow, of good education, and be able to take in orders and attend to people," I send him up two men of good character, with their character already investigated for him, and he takes one on without a minute's trouble.

81712. Would you have labour bureaux organised under the local authorities; is that your scheme?—I am really not experienced enough to say, but I think that labour bureaux ought to be organised more in the same way as our own in this sense, that there ought to be a line drawn between the really good man, the man with a tested character and ability, and the sadder class who are perhaps more or less unemployable. We find it impossible to mix up the two classes.

81713. Therefore, you would have that investigation into character before the man is put on the register?—I think it is absolutely essential both for the man's sake and for the employer's.

81714. Do you think there is an advantage in having a national system of bureaux by which you may link up all the places?—Judging from my own experience in our association I should say so, because we communicate with each branch, and if one branch has not got a man who is wanted and they tell me, I send from another branch.

81715. So you, to a certain extent, are linked up?—We are.

81716. (Mrs. Bosanquet.) How do you distinguish between pursuits which are feminine and pursuits which are not feminine?—Perhaps it was rather a bold thing to say that. I was thinking only of the unemployed men, and I wanted to state that there are certain things which are always looked upon as a man's employment, but which women undertake now.

81717. Such as?—Take, for instance, a shorthand writer.

81718. Is there anything unfeminine about writing shorthand?—I mean to say that it was always, up to a certain time, a man's employment, and ladies did not try to come into offices.

81719. Then it is only a question of what has been usual. I suggest that shorthand writing is a particularly feminine accomplishment, and very suitable, being a sedentary occupation for women. Then there are other occupations, for instance, such as cooking; that, I suppose, is a feminine occupation?—Yes, partly.

81720. And serving in drapery shops?—Yes, I should say that was much more a feminine occupation.

81721. Teaching children?—Yes. My remark is quite open to criticism, I know, but I was speaking from the man's point of view.

81722. Would it not be as accurate to say that the incursion of men into women's pursuits has caused their unemployment?—If I was giving evidence on your side, I certainly should say so.

Effects of
Alien
immigration

Advantages
of labour
bureaux.

Importance
of investi-
gation into
character of
applicants.

Advantage
national
system of
bureaux

Women's
occupations

81723. (*Dr. Downes.*) You guard yourself there by adding the words, "*per se*"?—I do.

81724. Do you find that a knowledge of languages is an advantage to your men in gaining employment?—I hardly know, but I always have a certain number of men who have a knowledge of French and German. I generally have one or two of them available whenever one is wanted.

81725. A soldier sometimes has an exceptional advantage in learning languages, has he not?—Yes; and they know, sometimes, two or three.

81726. While the men are serving with the colours, is the existence of your association made known to them?—Yes. The reports and notices are put up in all the barrack rooms, and each man gets a form when he leaves. It is well known.

81727. Do they apply to you before they quit the colours?—Yes, numbers of the men do.

81728. Do you give them advice?—Yes.

81729. Do you find that the military training is of value, as between the man and his employer?—Yes. He gets into habits of punctuality and cleanliness, and it generally brightens him up, or smartens him. If you have a civilian and a soldier side by side, you can always tell which is which. The employers like him for that reason.

81730. Do you think if a certain amount of military training were possible for the lad of eighteen or nineteen, it would be of advantage to him?—I think it would be an excellent thing.

81731. It would smarten him up?—Yes, it would be excellent for him. They would all be on the same footing then.

81732. Have you any information as to the number of old soldiers who get on to the road—on the tramp?—No, I have none. Talking about old soldiers, the ex-soldier whom I deal with is a man of good character with good references. I do not know how many old soldiers get on to the road, but in nine cases out of ten, if it were investigated, I think it would be found that it was his own fault. They are men who have had their chance and have lost it; I think on inquiry you would often find there was a blot somewhere.

81733. Have you ever found one with a good discharge on the road?—Not on the road, but I find them in distress in London.

81734. Have you any knowledge of the class who find their way into the workhouses?—My men do not get there as a rule. I have once or twice had a man get there, but it is very seldom.

81735. Do any of the battalions institute any kind of training for civil life?—Yes, a number of them are doing that. The marines, for instance, have a motor-car; and, in fact, an Army Order has just been issued to all the commanders to do what they can to encourage the teaching of trades.

81736. Do the marines come under your association?—Yes, but not the sailors.

81737. (*Professor Smart.*) In reference to Paragraph 10, Why is it "obvious that if a Government economises, such economy is the cause of much distress and a shortage of employment."?—Because there is less work; I mean if a battleship be built it means employing a certain number of hands.

81738. Where does the money come from which the Government spends?—I suppose it comes more or less from the richer classes, I mean from those who are taxed.

81739. So when the Government economises, that means that more money is left in the pockets of the people?—In the pockets of which people?

81740. The taxpayers?—Possibly. I put down the thoughts that came into my mind, and I have already apologised for the sketchy nature of the statement.

81741. I think that particular thought requires to be revised, if you will allow me to say so, because it leads to

the conclusion that a spendthrift Government is a friend of the working classes?—I had no idea when I put this thing together that it was going to be taken in such a formal way. If I had known it I should have been more careful.

81742. How do you account for the statement that soldiers are exceedingly stupid, and that this is the objection to engaging soldiers?—I have numbers of employers who come to me who will never take anyone else but a soldier, and who says he is far brighter and quicker than a civilian.

81743. For what kind of employment?—In warehouses and shops, hotels and private houses.

81744. As porters?—As porters and clerks in offices.

81745. But not as men who use their brains?—I have men who are clerks in offices. I sent two this morning to two large firms close by here.

81746. I am afraid you are rather fortunate in your experience?—I always see the men myself, and I generally know the employer, if I can. If I find an employer is a very difficult man to get on with, I send him a quiet and gentle man. I always try and fit the man to the employer, if I can.

81747. Then in Paragraph 4 you make rather a serious charge against the Post Office; of course you are quite assured of your facts there?—Yes, I think so. I do not mean to say that they do it out of malice, but they have to do it.

81748. Is it not the case that every boy who is any good at all has every chance of getting on in the Post Office?—I do not think so. Looking after the telegraph boys is not my work, but I have a great sympathy with all unemployed and with these fellows in particular. They are generally very smart lads. They join at fourteen with the idea of working up and becoming a sorter or a postman and getting a pension eventually, and if they are put out at sixteen that is a most difficult age for them to get other work. I have constantly places at my office that men will not take, where the wages are small and the work is boy's work. I keep a register of these lads in my district, and send round to the postmaster when I have a position really fitted for them, so as to give them a start. I have probably fifty or sixty on the books now.

81749. (*Mr. Lansbury.*) Has not the good old-fashioned employer been got rid of through doing things in a big modern way, through joint stock companies?—I suppose he has industry to a certain extent, but still there are old-fashioned firms such as Messrs. Cook & Son, etc.

81750. Probably they do do old-fashioned things?—Not so much as they used to do; they come to me for casual hands, I know.

81751. But it is true, is it not, that the whole organisation of work has undergone a great change?—Yes.

81752. And that the development of unionism is only one cause of the change that has gone on?—I suppose so. I "black-should like to add one thing. There is always an impression abroad that the soldier trades on his pension and takes work away from union men and other people. That is quite a mistaken idea. I find employers complain that the soldier generally asks for a higher wage than he is justified in doing. Soldiers always look upon their reserve pay, which retains them to fight for their country if they are called upon, as their own money; and also they never take their pensions into account, and I never allow employers to do so by any chance.

81753. (*Sir Samuel Provis.*) They do not, in fact, take a lower rate of wage?—They do not; and their pensions they look upon as their own private money.

81754. Would you have any objection to putting in a copy of your rules?—No. I will send a copy to the Secretary. (*See Appendix No. XCII. p. 606.*)

81755. (*Mr. Chandler.*) May I ask whether it is the fact that the Government themselves recommend in engaging ex-soldiers as messengers that they should be paid less than the ordinary wage paid?—In answer to that question I can only say that the facts are printed in the Blue-books.

Capt. Henry Frederick Wilkinson.
29 Oct., 1907.

Question of the intelligence of soldiers.

Employment of boys by Post Office.

Alleged "black-legging" by ex-soldiers.

ONE HUNDRED AND TWENTY-NINTH DAY.

Monday, 4th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.

Mr. J. PATTEN-MACDUGALL, C.B.
Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. W. G.
Martley.

4 Nov., 1907.

Mr. WILLIAM GIBSON MARTLEY, called ; and Examined.

Experience of 81756. (*Sir Samuel Provis.*) You are, I think, organising
Witness. secretary of the Charity Organisation Society for Poplar
and West Ham ?—Yes.

81757. And a member of the Poplar and West Ham
Distress Committees ?—Yes.

81758. How long have you been a member of these
committees—from the outset ?—I have been a member
of the Poplar committee from the outset, and of the
West Ham committee from March, 1905, or March, 1906.
I have not been the whole of the time on the West Ham
committee.

81759. Were you connected with those districts prior
to the passing of the Unemployed Workmen Act ?—I
have been working for the Charity Organisation Society
in Poplar since 1891 ; and I have been a resident in
Poplar since 1891.

81760. You have prepared a very full Statement which,
if you will hand in, we will take as your evidence-in-chief,
if you please ?—Yes.

(*The Witness handed in the following Statement.*)

Causes of
unemploy-
ment.

1. The causes of unemployment may be classified
thus :—

- (i) Defects in the individual worker, sometimes
due to himself and at others to his environment.
- (ii) Mistaken action by groups of workers.
- (iii) Defects in the individual employer, sometimes
due to himself and at others to his environment.
- (iv) Mistaken action by groups of employers.
- (v) Natural disturbances.
- (vi) Industrial disturbances.
- (vii) Commercial disturbances.
- (viii) Social disturbances.
- (ix) Social action.
- (x) National action.
- (xi) International action.

2. The following are illustrations :—

- (i) Want of health, want of intelligence, want of
efficiency, want of character, increasing years.
- (ii) Restriction of apprentices, restriction of output,
unwarrantable claims as regards wages, strikes.
- (iii) Want of brains, want of enterprise, want of
organising power, neglect of business.
- (iv) Insistence on feudal rights, refusal to recog-
nise unions, unfair use of black lists ; and, as regards
the public, unfair dealing and adulteration.
- (v) Bad harvests, epidemics, earthquakes, hurri-
canes, floods, fires, the seasons.
- (vi) Changes in production, substitution of
machinery for labour.
- (vii) Closing and opening of markets, trade-routes,
etc.
- (viii) Changes of habit and fashion.
- (ix) Unproductive expenditure, want of thrift.
- (x) Taxation, regulation.
- (xi) Tariffs, wars.

3. It is clear that unemployment means different things Extent and
at different times, and that some kinds of it are much duration of
more closely connected with distress than others :— unemploy-
ment.

(a) Sometimes it means under-employment. A
man has casual work, but has not enough to fill his
time. Or he has seasonal employment and is out of
work between the seasons. Or he has work out of
doors which is much interrupted by the weather.
To men of these types provided work is very tempt-
ing.

(b) For many men employment consists of a suc-
cession of jobs, the gaps between which may be quite
short. They are only out of work between them.

(c) For those who "lose time" it is the time they
lose.

The above all have employment to some extent. Some
of them cannot get more. Others do not want more. A
majority do want more but cannot get it. In the cases
that follow, the trouble is more acute.

(d) Cyclical depressions throw large numbers out
of work in many trades simultaneously.

(e) Men in permanent situations lose them through
no fault of their own, sometimes at an age when it
is difficult to make a fresh start, and at others when
depression of trade makes it impossible for them to
find a new employer in their own line and not easy
to find one in any line.

(f) Trades die out and the men who have followed
them have no resource but to adapt themselves to
new ones. The life of a trade is in many cases grow-
ing shorter and the need of adaptability is becoming
greater. And as a fact adaptability is increasing.

(g) Individuals lose work because of faults of
character.

Some of the above causes are unmoral in their action,
but many of them operate morally. If some men are not
needed, the least efficient, the least reliable, are discharged.
There is a natural rejection of the less fit, a fact which
has no bearing, or very little, on the prevalence of
unemployment, but which makes it difficult to remedy
effectually the evils caused by it. The chronic under-
employment of casual labour is also a crying evil.

4. It may be said that unemployment takes two main
forms, one in which it is transient and another in which
it is more or less permanent ; also that apparent unem-
ployment is not always real, and that when it is real it
is not always sufficient to cause distress ; also that while
unemployment is to some extent due to the workers
themselves (acting individually or in groups) in the main
it arises from causes beyond their control.

5. This fact does not do away with their duty to use
their best exertions to provide for themselves when
thrown out of work, but it does make it the duty of em-
ployers, the public generally, and the State, to co-operate
in dealing with the unemployed problem.

Industrial insurance.

6. The workers already do much to protect themselves by thrift, by co-operation, by membership of trade unions, by insurance, by mutual aid; and the providence and resourcefulness thus shown are yearly increasing.

7. Many who do not now protect themselves in these ways are in a position to do so, and it is desirable that their responsibility should be brought home to them. But they are hardly likely to become more provident till those above them in the social scale become so.

8. Many are not in a position so to protect themselves. When out of work they have to part with their furniture and clothes, and to go short of food. If their distress continues they are obliged to apply to the Poor Law. A time comes to some when the home is broken up, and the family, entering the workhouse, ceases to be a family. Nor are these people all worthless and unsocial. Many make a heroic fight against adverse circumstances.

Reserve of labour: how provided.

9. A reserve of labour is demanded by the existing industrial system, and it is provided at present partly by the workers, partly by the employers (sometimes by expedients socially mischievous), partly by the goodwill of the public expressed in charitable gifts, and partly by the Poor Law.

10. Some workers sacrifice too much, many employers do too little, charitable aid is spasmodic and unequally distributed, the Poor Law is out of date in its way of dealing with the problem.

Heavy sacrifices expected of the working classes.

11. It is not fair to demand of the weakest class in the community efforts and sacrifices which would tax the resolution of the strongest. It is not fair to expect them to lower a standard of living which is already too low because of industrial pressure for which those better off are responsible. As men and women, as citizens, they cannot be so treated.

Duty of community, of employers, etc.

12. As the reserve of labour exists for the benefit of the whole community, this latter has a corresponding duty towards it which is as yet inadequately fulfilled. Employers should do more than they do at present; and social service and the Poor Law require to be re-organised, developed, co-ordinated, and inspired with a new spirit.

Intervention necessary.

13. Theoretically, then, the case for intervention is complete, but in practice the duty of society is far from clear. To what extent should intervention be carried and what should be its aim? Which kind of intervention is best, direct or indirect? Should different groups (*vide* 1 and 3 above) be dealt with in the same way or in different ways?

14. Some aim at a complete re-construction of society, and their schemes always have this in view. Others seek merely to prevent and remedy distress, and have no ulterior object. Again, there is much difference of opinion as to the relative importance of legislation, regulation, and voluntary action. And, lastly, some see a single problem where in reality there are many.

15. The re-construction of society is not here in question, but only the prevention and cure of distress. Methods of intervention are considered only as they bear on this. The fact that there are different problems requiring different treatment is emphasised.

Methods of prevention and cure of distress.

16. Three ways of intervening are possible, viz. :—

- (i) General legislation.
- (ii) Regulation of industry.
- (iii) Special provision for distress due to unemployment.

17. Under (i) come expedients for enlarging opportunity and increasing efficiency, such as reform of the land laws, the establishment of continuation schools, better housing and sanitation. Under (ii) come such suggestions as a minimum wage, an eight hours' day, the abolition of homework and overtime, a national system of labour exchanges, plans for regulating the employment of casual labour or for taxing it. Under (iii) schemes maintained out of rates and taxes, and voluntary schemes.

18. Proposals made under (i) and (ii) are not discussed here, but some intervention under these headings cannot be avoided. What form it ought to take is, of course, another matter. In the past its results have often been mischievous, and if legislation and regulation are insufficiently considered they may be so again.

19. Under (iii) several types of schemes are possible, viz. :— *Mr. W. G. Martley.*

(a) Some are more or less satisfied with the existing methods of meeting the difficulty (*vide* 9 above). They wish, however, to see them further developed and made effective. They believe in "industrial re-organisation, social education, and discipline." They would seek for fairer conditions of employment, they would develop self-help and mutual aid, they would adapt the Poor Law to modern conditions. Public employment would be utilised only in times of crisis, and the money paid would be considered relief, not wages. The conditions would be those adopted generally in connection with schemes for the temporary employment of unemployed Londoners in the country. Country workhouses would be set up for the able-bodied men who are now kept in town ones. Individual responsibility would be maximised and social responsibility minimised. *4 Nov., 1907.*

(b) Others would have the State concede the right to work and would have it organise a system of public works apart from the Poor Law. It is suggested that a Government department should be formed and that it should undertake road and harbour making, land reclaiming, sea-walling, afforestation, etc. The work would be carried on on ordinary trade lines, and trade wages would be paid. It is not proposed that there should be any safeguards or limitations.

(c) Others, while equally in favour of the provision of public work, would organise it locally and limit it by conditions, *e.g.* :—

- (i) No man should work for less than a certain period.
- (ii) He should work away from home.
- (iii) He should earn less than ordinary wages.
- (iv) His earnings should be paid not to him but to his wife.

(See also 23 below.)

(d) Others, accepting this last plan, would combine with it :—

- (i) A system of labour exchanges.
- (ii) A system of insurance.
- (iii) A system of friendly visiting.

20. The following criticisms are offered on the foregoing plans :—

On (a) : The three forces here relied on are indubitably real, and there seems no reason to doubt that they will gradually become more effective. Some words may be said on each :—

(i) *Industrial Re-organisation.*—Three types of business are found to-day side by side, representing the past, the present and the future. They may be described as :—

(a) The paternal type, treating those employed more or less as children.

(b) The cash nexus type, in which the workers are regarded as responsible for their own welfare, but are not considered as having any share in the trade.

(c) The partnership type, in which employers and employed meet on more or less equal terms, and in which the trade is allowed to belong equally to both.

No doubt this evolution may be quickened by a changed temper on the part of employers, the extension of trade unionism, the introduction of profit-sharing, and other schemes. The devising and popularising of such methods are effective means of preventing and diminishing distress.

(ii) *Social education.* That every citizen should be trained to use his gifts and opportunities to the greatest advantage is extremely important, and much can be effected in this direction by individual and associated effort. Such effort is doubly blessed, for it increases the civic efficiency both of those who exert it and of those for whose benefit it is exerted. Here, again, civic efficiency includes the power of self-protection. *Importance of social education.*

(iii) *Discipline.* This has a positive and a negative side. It implies training for those who have never had it, or who, having had it, have lapsed into bad habits. It implies also discouragement of irresponsibility. It deals differently with those whose oppor- *Importance of discipline.*

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Importance
of discipline.

tunities have been different. It has a special concern for the groups which are weakest and least capable of self-guidance. Some wrongly interpret discipline in terms of repression. The strict school of administrators of the Poor Law are open to criticism here. They forget that they are dealing not with a subject race but with fellow-citizens, and that England is not India. They forget also that while repression alters statistics it leaves facts unaltered. Distress is redistributed rather than removed, and the area over which it is redistributed is too small. Moreover, it is not always redistributed. Apart from this misuse of it, this type of scheme has much in its favour. It involves a minimum of social and economic disturbance. It interferes with industrial freedom as little as possible. It does little to weaken and something to strengthen the initiative of the unemployed. It in no way hinders the adoption of new methods and expedients in industry. If it fails in practice—and in large urban centres it does fail—it is partly because those in need, exhausted by the struggle for life, cannot make the efforts demanded of them, and partly because the community does not yet provide the social energy needed for making it a success. Employers do not take thought enough for their workers, men and women ignore the claims of citizenship, the Poor Law is administered without intelligence or else without sympathy. The seriousness of the problem to be dealt with is usually underrated by those who take this position.

Question of
the "right to
work."

On (b): As only a minority suffer from unemployment, and as only a portion of that minority are in distress because of it, such an extreme measure as the concession of the right to work seems uncalled for. It seems a very impractical suggestion. It is neither possible nor desirable to provide quasi-normal work for all who call themselves unemployed. National work might, however, be provided, as local work is now, after investigation and on strict conditions. But if confined to a few centres it would do little good, and, if organised throughout the country, would involve needless outlay. It seems unnecessary to create problems where none exist, and where they do exist they should be dealt with locally. The problem of London is unique and calls for special treatment.

Advantages and disadvantages of labour colonies.

On (c): The conditions here outlined as desirable require the establishment of temporary or permanent homes from home for those to whom work is offered. Such "colonies," if they may be so called, should be of different types and have different aims (see 24 (e) below). They are best organised for large areas, and, when permanent, should be willing to admit suitable inmates from areas contiguous. London (i.e., Greater London) might have a group of colonies centrally administered. The Birmingham district, Yorkshire, Lancashire, Glasgow, might have similar groups. It may be argued against the provision that wages on such colonies shall be less than normal, that it means increasing a demand for inefficiency which is too large already. But in reply it may be maintained:—

(a) That country wages are everywhere lower than town ones.

(b) That from physical weakness and other causes the men employed in such places for a time hardly earn their food.

(c) That they are being taken out of the labour market for the time being.

The great merits of the scheme are:—

(a) That if well managed it should prevent the workman from deteriorating in physique and morale while he is out of work.

(b) That it should keep his home together and insure a sufficiency of food for his wife and children. Against these merits must be set off the facts that:—

(a) This kind of offer is tempting to many casual labourers, though it is only fair to suppose that many of them accept it for the sake not of themselves but of their wives and children.

(b) The knowledge that such colonies exist may make men in season trades even less provident than they are now.

On the whole, however, the balance of advantage is decidedly in favour of schemes of this type. Probably, too, the social gain will outweigh any financial loss that may be incurred.

On (d): Those who propound this last plan take a deeper view of the problem to be solved. They are not content with remedial measures, but seek to combine with them preventive ones. Knowing also how men differ in individuality, they seek to apply not administrative method only but personal influence as well. Heartily in agreement with those who lay stress on industrial reorganisation, social education, and discipline (in its positive meaning of training) they would interpret these requirements in a more democratic spirit. And in order to make their action more effective they desire to see each distress committee linked with a voluntary committee, which, as it would not be controlled by an Act of Parliament, would be able to render assistance in many ways which to the distress committee would be *ultra vires*. It is desirable that as large a number of citizens as possible should be given civic work to do, and the State would do well to organise volunteer help for this purpose on a large scale. But prevention is better than cure, and those who adopt this view insist on the need of provident work on the part of the State, of groups of citizens, and of individuals. They suggest the creation of a network of labour exchanges in urban centres throughout the whole country at the earliest moment possible. Such a network would render invaluable help to workmen and employers alike, and would provide distress committees with a means of judging how far those applying to them were actually excluded from the ordinary market for labour. They suggest also that schemes of insurance should be devised to meet in some degree the evil of unemployment. The technical and other difficulties in the way are great, as foreign experience shows, but by limiting the amount of benefit in the early years of insurance (when the workman's expectation of unemployment is distinctly less) and by bringing in, if necessary, such third parties as employers, trade unions, municipalities, it should be possible to formulate a scheme which would be of material value (see 27 below). Recognising that different groups of the unemployed require radically different treatment, such persons would seek to utilise very varied methods of assistance. They would have no two colonies (in a single group) exactly alike, and in each colony they would aim at unlike treatment of unlike men so far as might be possible. They would be glad to see new colonies established by voluntary effort, as in them yet greater elasticity of method would be possible and moral and religious influences could be utilised more fully. Again, at each colony efforts would be made to introduce piece-work, and by a bonus system to stimulate industry. The men would not be allowed to work in large gangs, but would be broken up into small groups and some real effort made to provide appropriate tasks and to give training.

Special cases would be dealt with at home by individual methods as at West Ham (see 32 (f) below).

21. The distress which arises out of unemployment places duties on the unemployed themselves, the employing class, citizens generally, and the State. All four must co-operate if it is to be effectually remedied. Hitherto the responsibility of the working class has been overstated, and that of the rest of the community not sufficiently insisted upon. That there is a want of thrift in the better paid sections of the workers is certain, and there is need of enforcing upon them their duty to make provision for the contingencies of life (see 7 above). But it is sometimes overlooked that large sections do make such provision (see 6 above). And it is forgotten that there is a class which cannot do so except at a cost which is ruinous to itself (see 8 and 10 above). The rich at times justify their selfishness by libelling the poor. But it is becoming increasingly difficult to do this now that the workers are in a position to make themselves heard in the matter. Public opinion is becoming better informed and more equitable. Its operation is, however, very slow when it is not accompanied by appropriate action. Intervention is therefore necessary, and the problem is how it can be best adjusted to the needs of the community. It may take different forms (see 16, 17 above) and against all of them more or less plausible arguments may be used. It may be said that they interfere with industrial freedom, or that they operate in restraint of trade, or that they drive capital out of the country, or that they demoralise the class which they are intended to benefit. And no doubt intervention may be carried to such an extent as to produce all these

Necessity and limits of State intervention in industry.

results. But in reply it may be fairly maintained that when it is kept within limits it will not have such disastrous effects; and such drawbacks as it may involve should be less than those now actually caused by unemployment. It is not always remembered what a disintegrating force this is and how constantly it is at work.

22. The exact form which intervention should take under each head is more debateable and no opinion is here expressed on the proposals made in 17 (i) and (ii) above. But increased action does seem to be called for in these directions (*i.e.*, legislation and regulation).

23. Under 17 (iii) the following arrangements seem to be possible:—

- (a) Work provided and controlled by municipalities.
- (b) Schemes of local work organised by distress committees.
- (c) Metropolitan and county day schemes.
- (d) Temporary schemes other than local.
- (e) Permanently organised labour colonies.
- (f) Subsidised co-partnerships and associated small holdings.
- (g) Migration.
- (h) Emigration.

24. Some words may be said as to each of these:—

(a) It seems impossible that poor municipalities can, unassisted, provide at times of crisis for all who are in distress or claim to be so. They can undertake large works only by contracting loans, and when rates are high and rateable value is low they cannot be fairly expected to add to burdens already heavy. If the responsibility of finding work for those in distress is to be laid upon municipalities, it will be necessary to classify them according to the quantity and quality of their population and their rateable value; and in the case of the poorer ones grants from the national exchequer will be necessary. The plan now adopted by so many municipalities of substituting direct employment for contract employment is sometimes spoken of as *pro tanto* a provision against local unemployment, since in most places there is a tacit or open understanding that local men shall have a preference. But the general effect of the policy is to restrict each man to a single municipal market, and a working class borough may in the end lose more than it gains by such an arrangement. Nothing which is here said is intended to prejudge the question of the advisability of transferring to municipal bodies the powers now exercised by boards of guardians.

(b) Schemes of local work from which those employed can return home every evening approximate closely to the conditions obtainable in the ordinary labour market. As a rule trade union wages are paid, and even if a shorter week is worked the job compares favourably with many of those offered normally. By utilising such schemes side by side with those under (d) and (e) below, committees can classify the work-seekers in two grades and keep such local jobs for the better men. In this way something may be done to preserve the self-respect of the best applicants. But this end can only be reached by making the employment offered continuous. The plan of giving doles of work in turn to the whole number of registered men who seem *prima facie* eligible is not to be encouraged, seeing that it tends to make the regular man casual and the casual man more casual still. It is, however, forced upon committees when applications are very numerous, as at West Ham. Up till now much of the employment provided in London has been of this type. The supply of "works of public utility which would not under ordinary circumstances be taken in hand" is necessarily limited, and there are signs that in and around London the limit is being reached. Some of the works which have been utilised seem to be such as would sooner or later have been undertaken. It seems inevitable that such schemes should to some extent reduce the demand for labour in the open market, and in proportion as they *immediately* do so it is impossible to justify them. Again, the wages offered are too attractive to casual labourers (*see* 3 (a) above) and the result sometimes is that men of this type break their connection and fail to

regain it when the work is over. It seems important that a clear line should be drawn between provided work and work that the market offers, and the balance of advantage seems to be on the side of restricting the offer of distress committees to country work under (d) and (e) (*cf.* 16 (c) above) and to migration and emigration. At the same time it is unlikely that these latter methods will ever meet the needs of great urban centres in times of depression. At such times local works may be considered inevitable, and if they in some degree anticipate a later demand for labour it may be said that even this anticipation is useful inasmuch as it helps to reduce violent fluctuations in the demand.

(c) Schemes under this head are less attractive than local ones and less like those offered in the ordinary market. They usually involve a tedious journey twice a day, and at the scene of operations there is a certain amount of exposure and discomfort, especially in cold and wet weather. As a rule, such schemes do not outbid the normal market, and do adequately relieve the distress of the unemployed. But the criticism made on schemes under (b) applies also in part to them.

(d) These schemes involve the establishment of temporary colonies, such as those in recent winters at Osea Island, Farnbridge, and Letchworth. There is much work in reclaiming and developing land which unemployed men can do, and this way of helping when there are large numbers to be helped seems to be a good one. The difficulties of organisation are shown by experience not to be great.

(e) But, besides the groups which are temporarily unemployed, there are others which are either economically superfluous or unemployable. The unemployable are a Poor Law problem and are not considered here. The economically superfluous are men who have lost their proper occupation and who, owing to age or want of adaptability, are unable to satisfy the requirements of a changed market. They are efficient, but there is no longer a demand for their form of efficiency. They are below the average in character, but not much below. Now, if these men cannot be dealt with by migration or emigration, do permanent labour colonies offer any solution of the difficulty? It is sometimes suggested that men of this type should be trained in agricultural pursuits and set up on small holdings, but such schemes cannot possibly succeed. They require a maximum of adaptability and these men possess only a minimum. Moreover, up till now the instruction in agriculture is inadequate at all colonies and farcical in some. Again, there is no real wish for such a life among the bulk of the men for whose benefit it is suggested. Further, a great difficulty is presented by those whose physique or sedentary occupation renders them practically unfit for work on the land. Another difficulty is suggested by the age of many work-seekers. The expectation of unemployment begins to increase after forty and becomes rapid in many trades after fifty. Want of work due to increasing age tends to be chronic, especially if there are other contributory causes. And the problem presented in such cases is practically insoluble either by the offer of employment or by that of industrial training. Whatever else, then, colonies may do, they will not, except in rare instances, turn out men capable of supporting themselves and their families in new and unfamiliar callings. But though colonies cannot effect social miracles, they may still do useful work of a less pretentious kind. They will be always there, in good years as in bad, to meet hard cases and to give a breathing time to the unfortunate. As already explained (*see* 20 (d) above) different colonies will have different aims. Among such aims may be placed the preservation or restoration of physical vigour, the increasing of general efficiency, schooling in good habits, industrial training, preparation for emigration. Up till now most colonies have been most successful in achieving the first of these. They have been to the working man "out of sorts" what Marienbad or Karlsbad are to those at the other end of the social scale. Probably they would be yet more successful in this direction if simple gymnastics were made an element in their

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Metropolitan and county day schemes

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work. Not much has been done so far (very little in fact) to make them schools of industry, and until they are made schools of industry they are not likely to do their inmates much real good. There is, indeed, a grave danger that they may degenerate (some perhaps have already done so) into centres of idleness and demoralisation, or if not that into mere reservoirs of labour for which there is no demand. It would seem desirable that the duration of stay should be from one to three months, and that no person should be kept more than six months except for some special training.

(f) A carefully thought-out scheme for promoting small holdings to be worked on co-operative principles (somewhat on the lines already suggested in connection with Hollesley Bay) ought to be given a fair trial, as until the experiment has been definitely tried, the twin illusions will flourish :—

(i) That the ordinary townsman can learn to support himself and his family on the land.

(ii) That he will be content to live under the conditions which now exist in most rural places. Experiments in industrial co-partnership should also be made possible.

(g) Experience shows that migration from town to country is seldom feasible, and that where it is want of adaptability on the part of those sent often makes it a failure. Country housekeeping offers great difficulties to townspeople. Moreover, the conditions offered are not always fair, and it is difficult to advise intending migrants satisfactorily. Migration from town to town should be facilitated by the establishment of labour exchanges.

(h) Emigration, though in no sense a solution of the problem of unemployment, is a useful safety-valve, and the old prejudice against it seems to be gradually breaking down. In East London the families seeking to emigrate are improving in type, but of course it may be that industrial depression has temporarily affected a higher stratum. The cost of emigration compares favourably with that of prolonged colony training.

25. When schemes have been drawn up (on whatever lines) for the benefit of the unemployed the question will remain, on what principle those to be helped by them are to be selected :—

(i) The socialists ask that work should be provided for all who choose to apply for it.

(ii) Mr. W. H. Long in his scheme of 1904 suggested that applicants should be divided into two classes.

(a) Those who were respectable men temporarily distressed owing to inability to obtain employment.

(b) Those who should be regarded as ordinary applicants for Poor Law relief.

(iii) The Unemployed Workmen Act virtually adopts this definition, but introduces a limiting clause "from exceptional causes." The regulations issued by the Local Government Board distribute those who come within the act into two classes :—

(a) Those who have been regularly employed and have been well conducted and thrifty.

(b) Those who are of good character and for twelve months previously have not received parish relief.

(iv) The Charity Organisation Society has for many years recommended a threefold classification on moral and social grounds, as follows :—

(a) Thrifty and careful men.

(b) Men of different grades of respectability with a decent home.

(c) The idle, loafing class or those brought low by drink or vice.

(v) The Charity Organisation Society classification of the unemployed in West Ham in 1905-6 attempted to introduce an economic element and to distinguish between artisans and labourers, regular and casual workers. It accordingly distributed those applying into four classes :—

(a) Regular artisans.

(b) Casual artisans and regular labourers.

(c) Casual labourers.

(d) Persons ineligible from whatever cause.

(vi) What seems to be really wanted is a classification of the eligible, and two such are here suggested. They may be divided into :—

(1) (a) Those whom the market will absorb again ; (b) those whom it will not absorb.

(2) (a) Those who can adapt themselves or be adapted to a new demand ; (b) those who cannot.

26. On these suggested methods the following remarks may be made :—

(i) Those who take this view regard classification as unnecessary. The offer of work, they say, will act as an automatic test, and, should it fail to do so, shirkers can always be dismissed. Experience, however, shows that provided work does not act as a test in the same way that ordinary work does, and also that it is by no means easy when men have been once taken on to put them off. Committees and foremen are alike unwilling to visit the sins of the breadwinner upon his wife and children. At the present stage, therefore, inquiry and selection cannot be dispensed with, with one possible exception. Employment might be offered to members fully paid-up of trade unions without inquiry. (See, however, 27 below.)

(ii) The principle is here laid down that there should be a division of labour between distress committees and Poor Law guardians. This principle is sound, though not an easy one to apply.

(iii), (iv), (v) These are applications of the principle which reach very much the same result by somewhat different roads. They show who should be helped, but not how they should be helped.

(vi) Here an attempt is made to deal with this second problem, the difficulty of which cannot be appreciated by any except those who have struggled to solve it. Whichever classification is taken mistakes are likely to be made. It is impossible to be certain beforehand which persons the market will absorb and which it will not, which persons are adaptable and which are not. There will be many ambiguous cases. It is, however, essential that the problem should be studied, and it has been very little studied so far. (See 3 and 24 (e) above.)

27. The best workmen (those especially who are trade unionists and friendly society men) are slow to apply for provided work, but unemployment affects them seriously. Schemes of insurance seem to be the best way of meeting their need, but the whole cost of providing these should not be thrown upon them. The State might undertake to pay a premium for every trade unionist, who had been one for five years, so long as he should remain one.

28. It remains to be considered whether the organisation of provided employment should be a local or national matter :—

(a) In support of national organisation reference is made to the departmental work already carried on by the State (e.g., the Post Office), and it is argued that unemployment is really a national concern (see many headings under 1), and that, owing to the massing of the well-to-do in some areas and of the needy in others, the burden cannot equitably be distributed in any other way. It is argued also that schemes of great magnitude are required and that the central government alone has sufficient means for developing them. (See 19 (b) above.) Now, it may come to be desirable to create a new Department of Public Works and to give it discretion to undertake extensive operations. But so great a departure from precedent does not seem to be immediately justifiable, and it is quite possible that it might prove to be a retrograde step.

(b) In support of local organisation it may be argued that local needs should be met as far as possible locally, that the provision of work is only a part of what is required (see 19 and 20 above), that local opinion is best able to decide what needs to be done, and that local supervision is more likely to be efficient and sympathetic than departmental would be. But while administration may well be left in local hands (subject, of course, to central regulation as now) it is not fair to expect the whole cost to be borne by local rates, even when (as in London) there is some equalisation between rich areas and poor. Grants from the

Co-operative
small-
holdings
and
industrial
co-partner-
ship schemes.

Migration of
workers

Emigration.

Principles of
selection of
those who are
to be assisted
by provision
of work.

Principles of
selection of
those who
are to be
assisted by
provision of
work.

Assistance of
trade
unionists, etc.

Question
whether pro-
vision of
employment
should be
national or
local concern.

exchequer should be made in special cases. When the scheme proposed met with the approval of the Local Government Board or other central authority, such a grant might amount to two-thirds of the whole cost, and where the approval was withheld to one-third. Increased rating powers might be simultaneously given to local authorities, and they might also be encouraged to co-ordinate and develop the voluntary charitable groups already at work in their areas.

29. The elements of the problem of unemployment are so complex, and the issues so serious, that it is extremely difficult to make definite suggestions. Those here made arise out of a limited experience and may not be of wide application. Again, they are no doubt unconsciously coloured by views of society, of ethics, and of economics, which some will think inadequate and others erroneous.

THE UNEMPLOYED WORKMEN ACT.

30. The Act is valuable as:—

(a) The assertion of a principle, viz., that unemployment is a social evil which requires to be coped with (just as other evils are) by preventive and remedial public measures.

(b) The assertion of another principle, viz., that not individuals are in fault, but a system, and that for this reason workmen are not to be penalised by accepting assistance.

(c) The assertion of a method, viz., that of offering useful work at reasonable pay to those willing to do it instead of task work under degrading conditions.

(d) The assertion of another method, viz., that of offering continuous employment rather than casual employment. (Regulations, Art. V. (d).)

(e) Enabling certain industrial experiments to be tried.

31. It should therefore be continued.

32. The following amendments are suggested:—

(a) The word "workmen" is confined to the title of the Act, the body of which speaks only of "unemployed persons." It seems desirable to restrict its scope to workmen and workwomen, and that these terms should be defined. "Workmen" might be taken to mean hourly, daily, weekly or monthly servants or contract hands whose normal earnings do not exceed £2 10s. a week, and dealers who pay no rates (unless their rent exceeds 10s. a week). "Workwomen" might be taken to be women working for others or self-employed whose normal earnings do not exceed £1 10s. a week.

(b) Persons under twenty-one and over sixty should be excluded from the scope of the Act.

(c) The residential qualification should be amended, so that persons moving out of one scheduled area into another shall not lose their qualification. In the case of recently discharged soldiers and sailors, former residence in the area should be counted a sufficient qualification. At present such men are disqualified for twelve months.

(d) The limitation of the Act to exceptional distress should be removed. Unemployment is not an exceptional phenomenon, but an unavoidable concomitant of the present industrial system. It varies much in amount, but very rarely becomes a negligible quantity.

(e) The statutory bodies created by the Act should not be left to rely on charitable contributions for the means of carrying out their duties. The restrictions on the uses to which money raised by rate may be put, should be removed, larger rating powers should be given, and in addition exchequer grants should be made to necessitous areas. It is suggested that such grants might amount to two-thirds of the total expenditure incurred under schemes approved by the central authority and to one-third under schemes not so approved.

(f) At present, only work can be offered under the Act, and it is illegal to advertise on behalf of individuals, to redeem tools or provide them, or to give necessary boots or clothes to men seeking work in the open market. It is desirable that much greater discretion should be given in these directions.

(g) Power should also be given to distress committees to associate voluntary agencies (e.g., friendly and charitable societies, and registered trade unions and councils) with their work and to delegate special branches of it to such agencies.

(h) Better provision should be made for due assistance being given to distressed women.

(i) There should be power to frame and carry out local schemes of insurance against unemployment.

(j) The provision of labour exchanges should not be left to distress committees. What is wanted is a uniform, national system centrally controlled, and power should be taken to establish such a system.

(k) Scope should also be given for developing experimental schemes for co-operative small holdings and workshops.

33. (a) It does not seem advisable to establish a national department for the direct provision of work for the unemployed. (b) It is desirable that the Central Unemployed Body for London should be maintained. It secures fair play between different parts of the area, equalises the financial burden caused by the Act, and is better qualified than local committees to carry out large undertakings and educate public opinion. (c) Single authorities should not be allowed to establish colonies or other permanent works, but should be grouped for such purposes. The representative committees of management of such colonies should also be strengthened by the co-optation or nomination of experts. At present it is possible for "amateur committees to be engaged in the task of running works they know nothing about."

34. There can be no good administration without careful discrimination between applicants, but such discrimination can only be secured by personal local enquiry of a sympathetic kind. Hard and fast rules are a hindrance to effective working. Much hardship has been caused by the regulation that an applicant must not have received parish relief for twelve months prior to application, and much will be caused this winter by the provision that nobody may be assisted under the Act more than two years running. It is quite certain that many persons in both these categories should not be relegated to the Poor Law.

WOMEN AND THE UNEMPLOYED WORKMEN ACT.

35. A great deal is being said both in administrative circles and elsewhere of the Unemployed Workmen Act; and what it has done and what it has failed to do, have been and are, subjects of much comment. But of women's claim to a share in its benefits little is heard and it may be news to many that they have exactly the same right as men to have their cases dealt with under it. Up till now it has done very little for them in London and nothing at all elsewhere, but when we consider the many difficulties which the distress committees have had to overcome, the preponderance of men upon them, and the absence of any effective demand for relief on the part of out-of-work women, this is not altogether surprising. At West Ham last year, out of over 4,000 applicants fewer than 200 were women, and to-day the numbers registered are everywhere small. Probably the great majority of women are unaware of the Act and its provisions, and it will be some time before they become acquainted with them. It is significant, too, of the selfishness of women that, when the so-called "March of the Mænads" was organised in November, 1905, it was not any claim for themselves that the women pressed upon Mr. Balfour, but a plea for their husbands, brothers, and sons. At a later date the Women's Industrial Council formulated a series of proposals for employing women and submitted them to the Central Unemployed Body, but for the moment nothing came of them. The central body was so busy in organising its machinery and meeting the insistent claims of the male unemployed that it was unable just then to consider the needs of the weaker sex. A sub-committee was set up to examine the suggestions made and then for the moment the matter rested. At the local centres even less was done, Poplar alone going so far as to form a women's sub-committee, though with little hope of effecting anything useful. Then in March, 1906, the good news spread from Temple Chambers that a central workshop for women was in contemplation. But hopes were only raised to be dashed, for in May the central body abandoned their scheme owing to the fewness of the women registered. Per-

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Suggested amendments of Unemployed Workmen Act.

Proper principle of discrimination between applicants for relief.

Women and the Unemployed Workmen Act.

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Women's
workroom in
Poplar in
1906.

mission was, however, given to the local committees to act for themselves, and availing themselves of this the Poplar committee formulated a scheme of their own, submitted it to the central body, and in July had the satisfaction of seeing a pioneer women's workroom opened at Leys Hall, Barking Road. Miss Cheetham, of the Canning Town Women's Settlement, very kindly undertook the responsibility of directing it and it could hardly have been in better hands. Provision was made for twenty women, of whom the larger number came from Poplar, though other districts were also represented. The work done was sewing, and the hours were from ten to four, with a brief interval for lunch, which was supplied to the workers. The workroom was open five days a week and the women were paid at the rate of 2s. a day. Where there were children, an allowance was made for each child in addition. The articles of clothing made were forwarded to the central body, which utilised them for its emigrants and men at farm colonies. There was no forewoman in the ordinary sense in the workroom, but a lady was paid to give her whole time to the work of supervision, and other ladies, unpaid, helped from time to time. Two sewing machines were used and the lady superintendent did the cutting out. The workroom itself was well-lighted and airy, and it was a pleasure to see the women hard at work and at the same time happy. It was, indeed, a new experience to many of them to be paid 4d. an hour and not to be driven or bullied by a foreman. Several of the women had worked in clothing factories under more or less sweated conditions, one or two were local dressmakers whose customers could no longer pay for having dresses made, others had worked at industries which had reduced hands owing to the long depression, a few found themselves forced into the labour market by widowhood and other special causes. Employment was not given to married women with able-bodied husbands, nor to domestic servants out of place, nor to women for whom situations at service could be found.

Women's
workrooms
under Central
(Unem-
ployed)
Body.

36. The experiment lasted for five weeks and cost something under £20 a week. It was considered so successful by the Central Unemployed Body that in September, 1906, they proceeded to organise three centres for women on somewhat similar lines, one at King's Cross, one at Peckham, and one at Poplar. In these about 120 women are now being tided over a period of unemployment. The length of time during which they stay varies, but the terms offered by the central body are better than most of them can obtain outside, and accordingly they, as a rule, remain for the full sixteen weeks allowed by the Act. Mr. John Burns has sanctioned these workshops as an experiment, but refuses to subsidise similar ones outside London. The West Ham Distress Committee has appealed to him to assist it in organising a centre of the kind under Miss Cheetham's management, but until now he has not seen his way to do so.

Question of
women's
workrooms
in general.

37. At present the relief employment of women is in the experimental stage. The relative advantages of small and large workrooms have to be considered, and the issue of professional or non-professional management. To some of us there seems much to be said for the small workroom managed by a lady where the individuality of each woman is studied and sympathy and hopefulness are in the air. Again, a small output may be better than a large one if it means that women are being taught more thoroughly and more kinds of work. A more difficult question arises in connection with wages. In the open market these are regulated by what a woman needs for herself alone and they hardly ever suffice to maintain a family. At present, besides the wages earned by the women for their work, the central body makes allowances to them for their children, but the policy of doing this seems more than doubtful. Again, while the way into the workroom will in time become easy enough, a way out of it still remains to be found. At its worst such a place is a reservoir of inefficient labour, at its best it is a sort of technical school, but in any case it does not by itself afford a real solution of the problem of unemployment. To lift women permanently on to a plane where they will be above want something more is needed, and it is not clear at present what means are most likely to effect this end. It has been suggested that after a period of training selected women might be helped to set up for themselves in co-partnership, but clearly this would only be possible

for women acquiring skill of a specialised kind. Mere sewers or machinists could never hold their own in a competitive market. But if workrooms are to be made socially useful they must in some way make women better able to maintain themselves. Otherwise their remedial value will be very small. It is thus desirable that the experiment should be tried in as many places and as many ways as possible, and money given to promote efforts of the kind will be well spent.

SOME TENTATIVE SUGGESTIONS.

38. *Boy Labour*.—Boys should be required to attend Boy labour school as half timers from fourteen to eighteen. Three-quarters of their school time should be given to manual instruction. They would thus become half-timers in industry. Boys apprenticed or being definitely trained in a factory might be exempted.

39. Employers should be required to take on a number of boys as learners proportionate to their staff of men. At present the large London builders take no learners at all.

40. Firms employing mainly boys should be required to employ a proportion of men as well.

41. *Casual Labour*.—Labour of this kind (*i.e.*, casual, Methods of inefficient, and poorly paid) should be made scarce and reducing dear. Employers might be made :—casual labour.

(a) To take out a yearly licence, paying according to the amount of labour they might wish to employ.

(b) To pay extra poor rate. In the event of their casual workers becoming chargeable they might be required to provide part of the relief.

42 They should be required to post up monthly, outside their factory gates, the exact number of casual hirings made by them during the month, and also to make a half yearly return to the proper authority.

43. *Home Work*.—This should be regulated in all trades. Home-work.

44. The Home Secretary should have power to hold inquiries in any trade and to prohibit any home industry on cause shown.

45. Home work should be gradually abolished and small industries gradually restricted to premises specially constructed for them.

46. *Women's Employment*.—Respectable widows with young children should be taken out of the labour market altogether. They should receive adequate relief (out-door) and should be in the charge of friendly visitors.

47. Married women with able-bodied husbands should be assisted only through the latter. Married women with afflicted husbands should be treated as widows.

48. Relief work should not be given to domestic servants out of place as there is always a market for them.

49. *Bona fide* wage earners who cannot obtain work in the market and are unsuitable for service should be considered eligible (other things being equal) for employment in sewing schools.

50. The work done should be on Government clothing contracts taken at the market rate. The loss incurred would have to be made good by the distress committee.

81761. (*Sir Samuel Provis*.) I do not propose, unless there is anything you wish to say upon it, to ask you any questions with reference to the earlier part of your Statement; but will pass on to the remarks which you make on the Unemployed Workmen Act. You regard that Act as valuable in certain particulars?—Yes. Value of Unemployed Workmen Act.

81762. You propose, therefore, that it should be continued?—Yes.

81763. You consider that it asserts the principle that unemployment is a social evil which requires to be dealt with by public measures?—Yes.

81764. And that it is not the individuals who are in fault, but the system?—Yes.

81765. Have you considered at all how you would work in that view with the theory upon which the Poor Law is based, the Poor Law being based, as you know, upon the theory of dealing with the individual?—The Poor Law deals with the destitute individual. Proper function of the Poor Law.

81766. How would you consider that your view is consistent with the view on which the Poor Law is based?—I take it that the Poor Law does not ask how destitution has been brought about; but I would go further and ask that question.

Pro-
fession of
the poor
Law

81767. That is to say, you would regard the Poor Law as merely dealing with destitution when it occurred, without regard to the circumstances bringing it about?—I think that has been the view generally taken.

81768. Would you alter that view with regard to Poor Law administration as well as with regard to the Unemployed Workmen Act?—I think that in any legislation it is necessary on both sides to go back to the root of the matter.

81769. If you establish this principle, would you apply that principle to Poor Law administration too?—Yes.

81770. How would you apply it? What would you do with regard to Poor Law administration on that basis?—I did not quite understand that I was to be examined on the whole principle of the Poor Law. I understood that I was to be examined on this part of it dealing with unemployment.

81771. I am asking you about unemployment. I was wondering how, taking your view as expressed in Paragraph 30, you would reconcile it or adapt it to Poor Law administration?—I think I can make it plain. A great deal of the Poor Law is repressive in its methods. I would limit that side of the Poor Law very severely, and make it much less repressive.

Suggested
amendments
of unem-
ployed Work-
men Act.

81772. In Paragraph 32 you suggest certain amendments to the Unemployed Workmen Act. I see you would define "workmen"?—Yes; it is not defined in the Act.

81773. You would define it, you say here, as meaning persons whose earnings do not exceed £2 10s. per week?—I put that in as a suggestion; but I suppose the definition would have to be very carefully considered.

81774. What makes you take that particular amount?—I did not want to put it too low, lest by putting it too low one might exclude a quite definite class of weekly wage earners.

81775. Then you would exclude from the scope of the Act persons under twenty-one and over sixty; why would you do that?—It seemed to me that it was difficult to provide for such persons under unemployment schemes. Persons under twenty-one in a very large measure have relatives to fall back on; and persons over sixty might be dealt with more as a Poor Law problem.

81776. Suppose that you had young men of twenty who were thrown out of employment by no fault of their own; should they not come under a scheme of work for unemployed persons?—I am disposed to exclude them.

81777. Is that not rather against the present principle at all events of the Act, which is to assist people who are out of employment without any fault of their own?—It comes under the definition of "workmen," I suppose.

81778. The Act itself, as it stands at the present time, contemplates that the distress committees will render assistance to people who are out of work without any fault of their own, and who should not be thrown on to the Poor Law; should not that extend to persons who are twenty as well as to persons who are twenty-one?—It is a matter of opinion. I think I should prefer to make the age twenty-one.

81779. And on the ground that the men under twenty-one are more likely to be assisted by their relatives; is that your reason?—That is not the only ground. I think that they come in also under the head of boy labour.

81780. What would you do with boy labour?—I mean that they would be less likely to be out of work. Some of them would be employed *qua* boys.

81781. If they were not out of work, of course it would not be necessary to consider their case; but supposing they were out of work, have you any other reasons for excluding them except that they may be maintained by their families?—No, I think not.

81782. I gather you would not limit the Act to exceptional distress?—That is so.

81783. Would you make it deal with any distress however caused?—If it were due to unemployment. But I would not take away the discretion of the administrators of the Act.

81784. Then you would not leave the statutory bodies to rely on charitable contributions?—No.

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81785. How would you exactly provide for their financial needs?—I should extend the present rating powers; and I also make the suggestion that Exchequer grants should be made to necessitous areas.

81786. That is to say, you would pay out of the rates, would you, the wages of the persons for whom employment was found?—Yes.

81787. Would you then go so far as to consider that it was the duty of the State to provide employment for those who required it?—I think I almost would; but, on the other hand, I should not recognise a correlative right.

81788. If it is the duty of the State to do that, it would almost follow, would it not, that there was a right on the part of the person requiring it? The two things would be correlative, would they not?—Not fully, I think.

81789. How would you distinguish?—I should say, for example, that the State might impose very severe conditions. I think it essential also that the authority should have discretion to refuse to give work.

81790. Conditions to be observed on the part of the applicant?—Yes.

81791. Then by Paragraph 33 I see you would maintain the Central Unemployed Body for London?—Yes.

81792. Would you maintain it in its present organisation, or have you any suggestions to make as to any alteration in its organisation?—I think I should prefer a directly elected body.

81793. Would you state your reason for that?—I think you will get more public interest taken in it, for one thing; and further, if they are to administer large funds, it is desirable that the public should have a direct means of controlling them.

81794. Would you maintain the distress committees as well; or would you give the whole of the business to the central body?—I should maintain the local committees, certainly.

81795. Would you elect them in the same way as at present?—Yes, I think so.

81796. You have added to your Statement some tentative suggestions with regard to labour generally; is there anything in addition that you wish to say on that subject?—No.

81797. You say: "Boys should be required to attend Education of school as half-timers from fourteen to eighteen"; boy labourers, supposing they were required to attend school as half-timers, would their earnings be sufficient to keep them?—No, I do not think so.

81798. Then how would you keep them?—I think some kind of maintenance grant would be required.

81799. To be administered by whom?—I have not thought of it; possibly by the education authority.

81800. Then you say: "Employers should be required to take on a number of boys as learners, proportionate to their staff of men"; do you mean that they should be compelled to do that?—Yes.

81801. By the State?—By law. At present the London boy is practically excluded from the London building trade.

81802. That would be a considerable interference with the employers, would it not?—It would be legitimate interference.

81803. Then you have some suggestions with regard to casual labour with the view of making it both scarce and dear; that is to say, you wish to get rid of it as far as possible?—I wish to discourage it.

81804. You say that employers having casual labour should pay extra poor rates; on what ground do you put that?—On the ground that their casual labour becomes chargeable to the poor rate.

81805. But in so far as they employ casual labour, they relieve the poor rate, do they not?—Yes, in a measure; but in so far as they employ men only casually, they do not relieve the poor rate altogether.

81806. Supposing that their needs are casual, can they employ anything but casual labour?—My view is that trade might be made much more regular if casual labour were discouraged. At present, we, so to speak, put a premium on casual labour.

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ment of
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81807. Would you explain that a little? How would you discourage it?—The exact means of discouraging casual labour would have to be thought out. My suggestions are only tentative ones, and there may be better ones; but I think that is what we should aim at.

81808. You have not thoroughly worked out in your own mind how far that could be practically done?—I think if the first suggestion that I made were put into force it would have some effect probably.

81809. Is there anything further that you would like to say about your other suggestions with reference to home-work and women's employment?—No, I think not.

Desirability of abolishing jurisdiction of guardians over the unemployed, and of maintaining an unemployed committee permanently.

81810. (*Sir Henry Robinson.*) I understand that practically you would abolish the jurisdiction of the guardians altogether so far as the able-bodied poor are concerned?—So far as the unemployed are concerned.

81811. So far as the able-bodied destitute poor are concerned?—"Able-bodied" is ambiguous, is it not? Because many able-bodied men are quite unfit to work. So far as those persons who are fit to work are concerned, I should put them under the Unemployed Workmen Act.

81812. And you would abolish the limitation with regard to exceptional distress?—Yes.

81813. Even in good years you would still maintain an unemployed committee?—Yes; and all the year round—not in winter only, but in summer as well.

81814. What would you gain by that? It would be less expensive; is that your point?—My point is that these unemployed men ought to be helped, and there are unemployed men in summer as well as in winter; therefore, the organisation ought to be going on.

81815. Would it not be rather difficult for an unemployed committee in ordinary years to test the destitution or the need for employment of these persons?—I suggest that the test will be supplied by the labour registers which I hope will be set up. Every man out of work will register at a labour registry, and the labour registry will show what the state of the market is.

Persons who should be assisted under Unemployed Workmen Act.

81816. Would you deal only with persons who are working men? Take the case of the small traders who are in distress?—I suggest a definition, and I think I exclude the small trader practically. I say a dealer whose rent does not exceed 10s. a week. I am not sure that I have not put that too low, because the rents in my district are very low; 10s. means a very high rent in my part of London.

Question of charitable contributions under Unemployed Workmen Act.

81817. Do you think that the charitable contributions to the unemployed committees would be lessened very much if they were subsidised by the State and received grants from the poor rates?—The charitable contributions have come to an end already.

81818. Have they come to an end?—Yes, as regards the Unemployed Workmen Act.

81819. Are there no charitable contributions given in all these towns in which the Act is operative?—I cannot speak for the provinces; I can only speak for London.

81820. And nothing is collected here?—No.

Provision for unemployed domestic servants.

81821. What is the nature of the work which you would give to domestic servants when they are out of place? I see that you make a suggestion with regard to them in one of your paragraphs?—I say in my tentative suggestions that domestic servants should not be given relief work as there is always a market for their services.

81822. How would you provide for a domestic servant who is out of place, then?—I would send her to the nearest registry office.

81823. Supposing work could not be provided for her at once, and supposing she had to wait some time, how would you deal with her case?—I do not think she would have to wait long. There is always a market for domestic servants.

81824. There are a great many domestic servants out of place from time to time, surely?—Yes, but only for short periods, or else from illness. If illness creeps in, the Poor Law would creep in to meet it—or charity.

General increase of adaptability in workmen.

81825. (*Mr. Patten-MacDougall.*) You say in Paragraph 3 (f), "The life of a trade is, in many cases, growing shorter, and the need of adaptability is becoming greater; and, as a fact, adaptability is increasing." Can you am-

plify or illustrate that statement?—I have seen an immense number of men in the past sixteen years, and I have been very much struck with the way in which they do pass from one kind of job to another kind of job—not the most skilled men, but men who, one might suppose, would not be very adaptable. We went through 500 men last winter who were applicants for migration and we found that quite a large percentage of them had been three or four or five different things in their industrial careers.

81826. You think that is a factor which has to be taken into consideration, and that they are now more adaptable?—Yes.

81827. Why is that? Is that because of early training, or is it because they are willing to put themselves to work which they previously have not done?—I suppose education is beginning to tell. You see we have had nearly forty years of national education.

81828. Do you think it is the result of education?—Very largely.

81829. I suppose to the same thing you would attribute what you also state later on—that providence and resourcefulness are yearly increasing?—Yes. I take an optimistic view. I think things are getting better; I do not think things are getting worse.

81830. Do you think that, on the whole, there may not in the future be so much need for the Poor Law as there is now?—I certainly hope so.

81831. Largely due, as you say, to the results of education?—Yes. I should take education in the larger sense there; I mean we are all educating each other every day.

81832. (*Mr. Chandler.*) In regard to your tentative suggestion No. 2, that employers should be required to take on a number of boys as learners proportionate to their staff of men, I assume that suggestion is made in order to reduce what you would call the unskilled or less skilled labouring class?—I think it is a matter of justice really, that employers should conduct their trade in a way which will not injure their fellow-citizens and their fellow-employers. They are not playing the game if they do not take in learners themselves, and if they leave other firms to do all the teaching for them, whilst they profit by it.

Question boy labo

81833. You do not suggest that there is any lack of supply in those trades in which you would like to see the boys engaged, do you?—No; but take the London building trade, for instance; that is recruited from the provinces, whereas I should like to see it recruited more from London.

81834. Is it not the fact that it is in the smaller firms throughout the country where the boys are principally engaged?—Yes, I should imagine so.

81835. It is the introduction of machinery, I assume, is it not, which has caused this lack of boy labour being required?—The introduction of machinery on a large scale no doubt lessens the market for labour for the time being.

81836. (*Mr. Gardiner.*) In paragraph 6, you say providence and resourcefulness are yearly increasing; are you referring there to trade union figures?—Not only to trade union figures, but to friendly society figures too.

81837. In friendly societies do you include slate clubs?—Yes, I think I should here.

81838. We have had some evidence to show that the slate clubs are not increasing; is it your opinion that they are?—I may be wrong, but I was under the impression that they were. They are not strong in East London.

81839. Then your last tentative suggestion is that the work done should be on Government clothing contracts taken at the market rate, the loss incurred being made good by the distress committee. Would you expand that? It seems to me that you are robbing Peter to pay Paul there?—You are referring now to women's employment?

81840. Yes?—The objection very often taken to any kind of relief work is that it brings down the market rate; but it seems to me that in this way it would not bring down the market rate.

Increase of providence shown by trade union friendly society and slate club figures.

Suggestion as to relief work for women.

81841. But you would deprive a certain number of women who now are employed—at a proper wage or not—in the Government clothing factories?—Yes, you certainly would.

81842. You would take work from them and give it to others?—I should face that.

81843. You do not think that is a serious question?—I think it would be if you are going to organise the whole of the labour in the country; but if you are only going to organise the unemployed branch of labour, I think, on the whole, it is perfectly justifiable to do that. Moreover, I am proposing to take widows with young children out of the labour market.

81844. (*Mr. Phelps.*) Your experience is mainly in Poplar, is it?—In Poplar and West Ham.

81845. How long have you known Poplar, let us say?—Since 1891—sixteen years.

81846. And West Ham?—More or less all the time, but much less closely. I have only been closely connected with West Ham for the last two years.

81847. Have you noticed in Poplar a shifting of population in your experience?—A change in the quality of the population?

81848. No, in the *personnel*?—Yes. The population goes eastwards; people come in from Stepney and Bethnal Green, and they go out to West Ham and Stratford.

81849. What is the reason for that migration?—I suppose it is part of the general movement outward from the centre.

81850. How do you account for that?—It is due to the better houses to some extent, I think.

81851. Are people following employment when they go out like that?—No.

81852. Do they come back into Poplar then for their work?—Yes, or they go further west still—to the City. The means of locomotion are much better, you know.

81853. On the whole, do you think that the change is to their advantage?—That the people should move out more into the suburbs? Yes, certainly.

81854. You have seen more than one attempt to deal with the question of unemployment in your experience, I think?—A great many.

81855. Do you think that the whole of those experiments have improved the situation?—I think they have helped to define the situation, but it is still very indefinite.

81856. What do you mean exactly by that now?—I mean that sixteen years ago, people did not much believe in an unemployed problem, or that there was any economic problem; to-day I think everyone admits there is such a problem.

81857. Various temporary expedients have been tried; do you think that they have checked what may be called the natural flow of labour?—Sometimes, and to some small extent I think they have.

81858. But not to any large extent?—That is so.

81859. You would not say that they were at all responsible, to any great extent, for the difficulties of the present day?—No, I do not think so.

81860. You are in favour on the whole of some of these expedients being continued?—Yes.

81861. But you do not, I gather, look to them for a permanent solution of the question?—No.

81862. Where do you consider that the permanent solution lies?—In some industrial reorganisation.

81863. Do you think that it lies with the producer or with the consumer?—It lies with both.

81864. Do you think it lies with one more than with the other?—I am afraid I am hardly qualified to say.

81865. Do you think, I mean, that the conditions of production can be modified much, unless consumption is very much altered?—I think both will be affected undoubtedly. I think that the consumer is responsible in this matter *qua* citizen.

81866. Do you think that the irregularity in the demand for labour, to use a current expression, is due to the vagaries of consumption?—Yes, very largely.

81867. Do you see any way in which that can be remedied?—I think it will be very difficult, but I do think casual labour can be discouraged, and that when it is discouraged, trade will become more regular, and consumption will have to adapt itself.

81868. That is to say, you would rather begin by legislating with regard to labour and affecting the consumer in that way, than begin with the education of the consumer?—I think I should work at both ends.

81869. What machinery, so to say, would you suggest for influencing the consumer?—I think the recognition of the duty of society to the unemployed is a first step.

81870. In the interval between the completion or perfection of the education of the consumer, and the present time, what do you recommend; on what lines would you proceed, I mean?—To deal with the actual unemployed men that I meet with?

81871. Yes?—I have laid down certain lines in my Statement.

81872. Where do you think the least difficulty lies, or which, on the whole, do you think tends least to interfere with the natural course of things?—That is rather a difficult question, is it not?—It is a very wide question.

81873. It is. With regard to the proposal to turn townspeople into small holders in the country, I gather that you have no high opinion of that?—I do not believe it is feasible.

81874. What proportion of the people do you think you have known in West Ham who have been countrymen originally?—The figures have been printed by the West Ham Committee, and it is not quite so large a percentage as one would think. Out of 4,825 applicants last year, 45 were born in west urban districts, 109 in west rural districts, 113 in midland urban districts, 90 in midland rural districts, 52 were foreign, 24 were colonial, 112 were north urban, 42 were north rural, 218 were south urban, 116 were south rural, 365 were east urban, 351 were east rural, 1,156 were born in West Ham, and 1,982 in London. That is to say, 3,000 out of 4,800 were either born in West Ham or in London.

81875. That is to say, the immediate results of the migration from the country are not so very perceptible in your part of the world?—I think we must bear in mind that the countryman who migrates into London generally displaces a London man. He is not the man who comes to the distress committee; it is the man he displaces who comes to the distress committee.

81876. What advantage has he over the man whom he displaces?—He has a better physique very often, and I think it is thought amongst employers that he is a little bit more steady.

81877. Has he the same adaptability?—I have not made a study of that.

81878. What is the average age of the people who come before distress committees?—In this last season under twenty years of age there were 200; under thirty, 1,196; under forty, 1,227; under fifty, 1,064; under sixty, 786; and over sixty, 352, making a total of 4,825.

81879. That does not show that old age is a large factor in causing unemployment, does it?—I should not like to say that.

81880. What do you think it does prove?—I think it proves that the men over sixty are very slow to apply, because they know their chance is so very small, and they also have an alternative, they can go to the Poor Law.

81881. It is very difficult, though, to use figures, if you take that kind of consideration into account, is it not? As the figures stand the bulk of the unemployed are comparatively young people?—Between twenty and fifty years of age there were over 3,000 out of the 4,800.

81882. How do you explain that?—Would you not expect that? In periods of trade depression the normal man is thrown out of employment, and the normal man is in the prime of life—he is the man who is being employed.

81883. That is to say, it is due to temporary causes to a depression, and not to permanent causes?—I should not say that altogether, but I think I have said somewhere in my statement that the life of a trade is growing shorter, and I think one has to add to that that the working life of the workman is growing shorter.

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Possibility of solving unemployed problem through the consumer.

Impossibility of making townsmen into agriculturists.

Percentage of countrymen among applicants to West Ham Distress Committee.

Ages of unemployed.

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unemployed.

81884. That has been very often stated to us, and that the Employers' Liability Act is working in the same direction. Your figures do not show that the majority of people who apply would have been affected by those causes, though?—No. There is a considerable number who are quite young strong men.

81885. What is the reason of their applying in such numbers?—There are a number of reasons, of course. We have been passing through a deep trade depression and certain trades have changed.

81886. When you say we have been passing through a deep trade depression, are you referring to a local depression or a general depression?—I only know the local circumstances, of course. Certainly in Poplar and West Ham we have been passing through a very deep trade depression.

81887. It will not be true of the country at large, will it?—I cannot speak for the country at large.

81888. Your figures, at any rate, do not point in that direction?—No.

81889. Do you think it is due to trade depression that these young people get thrown out?—That is one reason. Of course there are many reasons.

81890. Would you not expect that any cause operating would throw out the elderly people first?—Yes, I should.

81891. But you think that their absence can be explained by the fact that they do not apply, thinking it is hopeless?—Yes, I am inclined to think so.

81892. Have you had a very great increase, do you know, in the number of applicants to the Poor Law, of that age?—I am afraid I cannot give you the figures, but the increase in Poplar is continuous.

81893. With regard to these young people, do you think it is too late in life to start them in a new calling altogether and in new surroundings?—No.

81894. What would you propose to do with them? I see that you do not approve of trying to plant them out in agriculture?—I do not think that is feasible.

81895. What do you suggest instead of that?—I am sure I do not know. You have got to expand trade somehow, and to absorb them again.

81896. Do you think that labour exchanges afford at all a solution of the question?—I think they are very remedial to the question of casual labour. They help to decentralise labour.

81897. Do you think any large proportion of those applicants could have been moved to different parts of the country, and so found work and settled down there?—I think with a national system of labour exchanges many of them could be in good years.

81898. Do you think there is any particular motive for them staying where they are, in West Ham or Poplar?—No.

81899. It is merely that they cannot go away?—Yes.

81900. You do not think that the action of the distress committees, and so forth, has at all kept them in the place?—No, I would not say that. It may have done so to some small extent.

81901. If you offer to migrate a man to a distant part of the country, do you find reluctance on his part to move?—Not a very great reluctance, but it is very difficult to get openings.

81902. Do you think labour exchanges would meet that difficulty?—I think they ought to help it very much.

81903. That is, if a system of labour exchanges were established and linked up all over the country?—Yes; I attach enormous importance to that.

81904. Over and above that, have you anything on those lines and on that scale which you would recommend?—I have suggested labour exchanges on national lines.

81905. I say over and above that, what would you suggest on that scale?—I propose that the workmen who are not absorbed by these labour exchanges should be helped.

81906. Speaking roughly, what sort of residuum do you think would be left who would be outside the labour exchanges?—That, no man can say at all—I mean, the extent of the unemployed problem cannot be defined until you have the labour exchanges.

81907. Would they be, do you think, as a rule people who were defective in character?—I think the unemployed are always rather below the average of the employed, else they would not be selected for unemployment.

81908. What I mean, rather, is this: Do you think the labour exchanges would carry off the people whom the employers would wish to employ, and that those people only would be left whom no employer would wish to take and for whom the workhouse would be, perhaps, the natural place?—Much would depend upon the state of trade, would it not? If the market were expanding, everybody might be taken; if the market were contracting, very few people might be taken.

81909. You do not agree with the evidence that we have had, then, that wherever you find a deficiency in the demand for labour, somewhere else there must be a surplus in the demand for labour?—Certainly not.

81910. You do not think you could rely on that to keep the whole mass of labour employed at any one time?—No, certainly not.

81911. Do you think that employers are, on the whole, favourable to the existence of a good deal of casual labour?—That, again, is a very large question, is it toward casual labour? Some employers are, others are not.

81912. They have seen enough, so to speak, of the problem to feel that it is to their advantage, and they know it?—I think in certain trades and in certain ways of conducting industry it is to their advantage.

81913. Do you remember the dock strike?—Yes.

81914. Do you think, on the whole, that employers at the docks are satisfied with the result, as shown in the present state of things?—As compared with what was the case before?

81915. As compared with the old state of things?—One hears such different opinions. Some people think that the dock strike was the beginning of all the evil; others, on the other hand, think that it has improved matters very much. Personally, I should say that it has improved matters.

81916. What I rather meant was this: Here you have the employers in the dock at one time depending on a large amount of casual labour, but that has now, more or less I suppose, been abolished?—Less. The dock companies have no doubt abolished it or limited it very narrowly; but the private employers have done very little.

81917. Do you still find the same sort of struggle for employment, then?—The private employers are still going on the bad old system.

81918. You do find that?—Yes.

81919. Can you suggest any remedy for that?—I have suggested that they should be discouraged from carrying on that system.

81920. That they should be practically fined and punished for it?—That such labour should be made scarce and dear.

81921. That I understand, but your proposals go a good deal beyond that. If they are to pay an additional poor rate and so forth, as a penalty for employing casual labour, that is practically to fine them—you are treating it as an offence and fining them proportionately?—Yes, it would be so; but I do not attach very great importance to that precise suggestion. These are very tentative suggestions. I attach importance to the principle. You want to discourage casual labour, and unless you make it expensive in some way, by taxing or licensing or inspection, they will go on employing it.

81922. Do you think that the position and the action of employers is, so to speak, sufficiently immoral to call forth penal action on the part of the State?—I should not call it penal action. I should say discourage it. You do not call the sending of an inspector into a factory penal action.

81923. I quite agree, but I do call the making a man pay a higher poor rate penalising him?—Yes, that would be so, I think.

81924. Do you think public opinion is ready for that?—I think you will have to go step by step. I suggest that every employer should post at his gates the number of casual men he employs.

Labour exchanges as a means of helping young men unemployed.

Labour exchanges and migration of workmen.

Question of residue of labour outside labour exchanges.

Question of residue of labour outside labour exchanges.

Attitude toward casual labour.

Suggested method of discouraging casual system.

81925. That is to say, you would make him a public example?—Yes, quite so.

81926. (*Professor Smart.*) Just to continue Mr. Phelps's questions, you say in Paragraph 9 that a reserve of labour is demanded by the existing industrial system, and then in Paragraph 12 you say the reserve of labour exists for the benefit of the whole community; are not these rather strong statements?—I should have thought not.

81927. Why do you say that the present industrial system depends on this reserve of labour—of unemployed labour, I presume?—Is that not generally admitted?

81928. It is stated very often, but I have never seen any proof of it?—There must be a margin if you are going to work on the principle of free exchange.

81929. The fact of the margin exists, I think, but I never saw any reason for it. Of course it suits employers to have two men running after one master, but I never saw it argued that that was for the advantage of the community?—Perhaps I am wrong.

81930. I do not know; I wish to know what you are thinking of particularly. You are quite clear that there is a margin?—Yes.

81931. Independent of a few trades, such as dock labour?—Yes.

81932. You think there is a margin in every trade?—Yes.

81933. And a margin of unemployed labour—labour that cannot be employed?—Yes, except in times of booming trade, when, of course, every one is employed.

81934. Do you believe that of skilled labour as well as of unskilled labour?—Yes. I think the trade unions say that in the best years they still have 2 or 3 per cent. of their men out. The necessary passing from job to job no doubt accounts for that.

81935. You are arguing on the 2 per cent. of the trade union results?—Yes. But I think I must in fairness say that there is a certain economic waste in passing from one job to another which accounts for part of that 2 per cent.

81936. Do you really think this surplus, this margin, is a healthy thing for the community?—I should like to see it much smaller.

81937. I think somewhere you use the words "the health of the community." What do you mean in Paragraph 9 by the words "sometimes by expedients socially mischievous"; you are there referring to the employers?—I mean the plan by which they distribute a small amount of work over a very large number of employees.

81938. Is it dock labour you are thinking of?—Yes; but it is done in many other trades, too. Many factories are conducted on the principle of a permanent staff of seventy-five, and then a casual staff of seventy-five of whom only twenty-five are employed on any one day.

81939. You do not think it is done in order to spread employment over a wider area?—I think it is done in order that the employer may have workers within call, in case he has a demand for more workers.

81940. What are you alluding to in Paragraph 11 when you say: "It is not fair to expect them to lower a standard of living which is already too low because of industrial pressure for which those better off are responsible"?—The suggestion is sometimes made that they should lower their standard of living, that they should not expect to be helped by the Poor Law or by the State in any form, but that they should reduce their standard of living—their rent, and their food, and their clothing.

81941. And take a lower wage, do you mean?—Yes; and when they have a very inadequate income, live down to that very inadequate income.

81942. I thought you meant that it was not fair to demand saving on their part, the wages being so low; but you did not refer to that?—I do think that, too.

81943. In Paragraph 19, where you speak of four types of schemes, you seem to prefer the (d) type?—Yes.

81944. Including, for instance, such things as labour exchanges, distress committees, a scheme of insurance, and voluntary as well as State colonies?—Yes.

81945. In Paragraph 24 (b) you say that in the local work organised by the distress committees the workmen are employed at trade union wages; is that correct?—As a rule trade union wages are paid.

81946. Is that the case as a rule?—That has been our practice in Poplar. We have worked the men shorter time, but we have paid them at the trade union rate. I do not object to that.

81947. In Paragraph 24 (e) you say you do not think much of the permanent labour colonies, even with the object of setting up men on small holdings, and yet you think the experiment must be tried in order to dispel illusions—at least, so I understand?—Yes.

81948. You think the experiment should be tried, simply for that purpose?—I think, if I may say so, that a great mistake was made in preventing the Hollesley Bay colony being developed on the lines of its promoters. If they had been allowed to develop it, and if they had failed, then the experiment would have failed definitely, but they have been interfered with.

81949. In Paragraph 27 you seem to believe in universal compulsory insurance; at least so I gather?—No, that as to State is not quite so. I propose that the State should subsidise the trade unions—I am referring now to the last sentence; I might expand that perhaps, a little, to explain what I mean.

81950. Please do?—The trade unions make returns showing what percentage of their men are out of work. I would suggest that the State should give them a sum which would be partly determined by their total membership and partly determined by the percentage, at the time, out of work. I would propose that the grant from the State should increase automatically as the percentage of persons unemployed increases. I would propose further that the actual management of the funds so provided should be left entirely in the hands of the trade union, and that they should divide it at their discretion between such members of their union as they thought fit to give it to.

81951. That, of course, would be a very strong recognition of trade unionism by the State?—Yes.

81952. Would it not involve similar privileges to other friendly societies?—No, I think not. This is a matter of unemployment.

81953. But there are some friendly societies which insure against unemployment, are there not?—Accidentally, so to speak; but I do not think I should encourage that, just as I do not encourage trade unions to give provident benefits.

81954. With regard to labour exchanges, have you any criticism to make on the principle of the labour exchange or on the practice of it?—I am in favour of the principle.

81955. Do you see no argument against it?—I have seen an argument against it. I think Mrs. Bosanquet stated in one of her essays that it might discourage a man from doing his best to look for work.

81956. (*Mrs. Bosanquet.*) Could you give me the reference?—"Aspects of the Social Problem"; but it is a long time ago. I have also heard it stated on the trade union side—but this, again, is a long time ago—that some trade unions are against labour exchanges, because they say it shows the bareness of the land to the employer.

81957. (*Professor Smart.*) But you have no criticism of your own to make upon it?—I think the advantage of labour exchanges far outweighs any contingent disadvantage.

81958. Would you agree that the negative value is as great as the positive, namely, to show when a district has no employment?—It would be of the greatest possible importance as defining the state of the market. At present we do not know the state of the market.

81959. Are you pleased with the present labour exchanges in London?—It is too soon to say, is it not?

81960. Would you like them put on a wider basis—a national basis, say?—Certainly. I should like to say one dissociating more thing. Labour exchanges, it seems to me, have nothing whatever to do with the relief of distress, and exchanges they ought not to be under the Local Government Board, but they ought to be under the Board of Trade.

Mr. W. G. Martley.

4 Nov., 1907.

Trade union wages for men assisted by Poplar Distress Committee. Advantage of labour colony experiment.

Suggestion to trade union insurance funds.

Advantage of labour exchanges.

Mr. W. G.
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4 Nov., 1907.

Question of
townsmen
adopting
country life.

81961. And particularly they should be kept apart from the distress committees?—As much as possible; they should have different premises and different officers.

81962. (Mr. Lansbury.) About the people who are to have work under your proposals, do you know of any men who have really gone into the country and started over again in country life?—No; I know of certain men who have been sent down to the country in the hope that they would start in country life.

81963. You are not aware that the central body have migrated quite a number of men and their families from different parts of London?—No.

81964. I do not mean to Hollesley Bay; I mean that they have definitely migrated them to situations?—No, I am not aware of that.

81965. You do not know then, that two men at least, one from Hackney Wick and one from some other place in London, are now getting their living in the country?—I am very glad to hear it.

81966. You make the statement in your memorandum, but without evidence, I think, that it is an illusion that a London man will go to work under decent conditions in the country?—I am quite prepared to be convinced.

81967. You say that in Paragraph 24 (f); and you also say there that another illusion is that he will be content to live under the conditions which now exist in most rural places. You are aware, of course, that part of the scheme was that it should not be under the conditions that prevail at present?—You mean co-operative holdings, and so on?

81968. Yes?—Of course, that would be different.

81969. Is not the fact which you state, that the men are so very adaptable, rather an argument that they might adapt themselves to the new work and the new conditions, if those conditions were made more tolerable than the ordinary agricultural labourer's conditions are?—I am bound to say that I do not think it will work. Here and there you may get a man who will do it, but he will be a very odd man.

81970. Then with regard to casual labour, is it not the fact that at the docks, both East and West India, and at the Albert and the Victoria, the bulk of the employment is simply casual labour?—Yes, if you take in the private employers.

81971. I am taking in the volume of employment generally at the docks?—Yes, certainly.

81972. Take the dock company itself; is it not true that under their system of A. and B. men, the B. men are very casually employed—even by the dock company itself, under their scheme?—Yes.

81973. And that the attempt, praiseworthy though it is, of the dock company, has not been productive of the results which were hoped for it?—I think it has produced a good deal of result.

81974. Perhaps you can tell me this: Do the dock company know the names of the men they employ, or are they just called on and given a ticket at the end of the day to go and get their money for that day's work without their name being recorded?—That I cannot say; but the registered men, the staff men, surely they must know the names of.

81975. I am not thinking of the staff men, I am thinking of the B. men?—I should think they show their tickets and nothing more—I should imagine so.

81976. I was wondering whether it would be possible to find out how many of the B. men really were regularly employed?—There would be very few.

81977. That is my information. I wondered whether yours was the same?—I think Mr. Charles Booth gives the number in his paper.

81978. I meant now. I was wondering whether that part had got worse at the docks in the last few years?—The staff is dwindling and dwindling all the time.

81979. The regular staff, do you mean?—Yes.

81980. About labour exchanges; do you really think that there were people wanting thousands of men in England during the last three or four years when we were registering all those people in London here?—No, I do not.

81981. So that a linked-up system of labour exchanges would not have helped us very much during that period, would it?—It would have defined the problem, but it would not have solved it.

81982. From that point of view, of course, everybody agrees. What you mean is that we would have known definitely there was not work?—Yes.

81983. There is a trade union register going all the time, is there not?—Yes.

81984. So that certainly the skilled men could have been moved from place to place?—Yes.

81985. There is only one other point I want to put to The you, and that is about the margin of workpeople. In all the trades at the East End there is that margin, is there not, all the time?—Yes.

81986. It was put to you: What is the advantage of the margin? Is there not rather this advantage, that it tends to keep the workman in his place, and the workwoman in her place too?—Do you mean that it keeps them there until they are wanted?

81987. No; it is the other way on, rather. It keeps them in a subordinate kind of position, and those who are employed do not get too impudent, because they know that outside there are people ready to come in and take their employment?—I suppose it has that effect.

81988. I would point out to you that the railway companies in issuing their manifestoes to their men have called attention to the margin of people who are outside the railway, and want to get taken on?—Yes.

81989. They use that as an argument against the recognition of the unions?—Yes, that is so.

81990. That is in the newspapers every day. I want to ask how you think, without a complete reorganisation of industry in England, we are going to get rid of this margin and find regular steady employment for everybody?—That is a very large question, is it not? I think we must go one step at a time.

81991. Your steps are to define the problem, and then those people for whom through your labour exchanges you find there is no room, will have in some way either to be emigrated or migrated, or to be found work by the State; is that your view?—Substantially I think that is it.

81992. (Mr. Russell Wakefield.) In Paragraph 32 (d) you say that: "The limitation of the Act to exceptional distress should be removed. Unemployment is not an exceptional phenomenon, but an unavoidable concomitant of the present industrial system." Might I ask whether that is not a fact which has come out rather through the Unemployed Workmen Act itself, and was not very well realised before its existence?—As regards the public, yes; but surely the economists have been well aware of it?

81993. I meant as regards the public. Therefore the Act was passed, so to speak, rather under a misapprehension, and with idea that a thing was exceptional which is regular?—Possibly.

81994. Then in 32 (a) you say: "The word 'workmen' is confined to the title of the Act, the body of which speaks only of 'unemployed persons.' It seems desirable to restrict its scope to workmen and workwomen, and that those terms should be defined." I want that a little bit expanded; "unemployed persons" does not seem to you quite the same as "workmen"; would you just give me the distinction that you draw?—I think the Act at present includes cabinet ministers out of office.

81995. What I wanted rather to gather was, did you mean that "unemployed persons" let in the loafer as distinct from the man who was as a rule at work?—No.

81996. That was not your intention?—I think that it lets in the professional man, the middle-class man, the tradesman.

81997. That was your point?—Yes.

81998. In 32 (e) you say: "The restrictions on the uses to which money raised by rate may be put should be removed." You think it rather hard measure that it should be possible to use the rates for emigration in sending people out of the country, and not to use the rates for providing the work to keep the people in the country?—Yes.

Casual
labour at
the docks in
London.

Labour
exchanges
no solution
of unem-
ployed
problem.

Necessity
defining
persons to
be assisted
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ment
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Question of
rates and
the Unem-
ployed
Workmen
Act.

81999. It has been suggested that part of the reason of the unpopularity of emigration with some people is that there has been an undue favouritism given to emigration by allowing the rates to be used for that and not to be used for the provision of work at home; there would be something, you think, in that?—That would be set right, would it not, if the present use of the rates were extended?

82000. And you would see no objection to its being extended to the provision of work at home, as well as being used for emigrating people out of the country?—I do not think it is exactly a matter of objection. I think that if the Act is to go on it must depend on rates or grants.

82001. I think you lay a great deal of stress upon the provision of work for women under the Act; you have given a good deal of attention to that, have you not?—Yes.

82002. Might I ask to what class of women you would confine assistance under the Act?—I think I have made that clear in my tentative suggestions.

82003. Could you give me them?—I exclude widows; I exclude married women with able-bodied husbands; I exclude married women with afflicted husbands; and I exclude domestic servants. I include *bona fide* wage-earners who cannot obtain work in the market and are unsuitable for service.

82004. What would you do with widows?—I suggest that if they have young children they shall be given allowances to keep them out of the labour market.

82005. "They should receive adequate relief (outdoor) and should be in the charge of friendly visitors"; that would be bringing them right on to the Poor Law?—Yes. I think it is a choice of evils you know, and in my view I think that is the lesser evil.

82006. But a deserving hard-working woman with children you would bring right on to the Poor Law?—Yes, out of the labour market.

82007. Does that not strike you as a little hard upon a woman of good character, a struggling woman?—I do not see that it need be. If you like you can have some other agency to give her the allowance.

82008. That is just what I wanted to see, whether there should not be some other agency which would deal with them. If you provide work for the man and keep him off the Poor Law, there might be some agency which would

also keep the woman off the Poor Law?—Surely the argument is rather that all these things are Poor Law things, but that the Poor Law ought to be much more departmentalised than it is, and should have quite separate departments. Mr. W. G. Martley.
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82009. You do not penalise the man in any way; you might call the Unemployed Workmen Act more or less a part of the Poor Law, but still you do not penalise the man who is assisted under the Act?—No, you do not, and I should not penalise the widow either.

82010. Therefore you would have to establish some agency rather distinct from what we commonly call the Poor Law, in order to deal with her?—Yes.

82011. (*Sir Samuel Provis.*) You have prepared, I understand, a diagram which you wish to put in; would you like to add a word or two about it, and in explanation of it?—Perhaps I might say a word or two. The classes are Mr. Charles Booth's classes. (For Diagram see Appendix No. XCIII.) Explanation of diagram relating to unemployed.

82012. Those are lettered A, B, C, etc.?—Yes. I divide each class into five sections according to character, and again into five sections according to efficiency. Then I estimate roughly the amount of character and the amount of efficiency in each class, and I show that where they are combined that part of the class is going upwards, and where they are falling asunder that part of the class is going downwards. The object of the table is to show that the residuum is not down at the bottom all by itself, but that there is a continual going up and coming down. Then I should like to dwell on the words at the foot of the diagram: "A, B and C are at a great disadvantage in bargaining. There is a permanent economic residuum due to this cause." I consider that there are three residuums. There is the residuum due to bad character or failure of character; there is the residuum due to inefficiency, and then again there is a class of quite efficient, quite respectable people who are being forced down by the unequal pressure in bargaining, because they cannot bargain efficiently.

82013. Is the diagram intended to relate to the whole country, or to any particular area?—The table relates to nothing; it is only an argument.

82014. It is not based on particular figures then?—No.

82015. But is put in as an illustration of an argument?—It is merely a way of presenting an argument graphically.

The Rev. CHARLES BAUMGARTEN, called; and Examined.

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82016. (*Sir Samuel Provis.*) You are vicar of St. Gabriel's, Canning Town, which I think is part of West Ham?—Yes.

82017. And you are chairman of the South West Ham Unemployed Aid Society?—Yes.

82018. You have prepared a Statement on allotments as a remedy for distress due to unemployment which we may take as your evidence-in-chief, I think?—Yes.

(*The Witness handed in the following Statement.*)

ALLOTMENTS AS A REMEDY FOR DISTRESS DUE TO UNEMPLOYMENT.

1. During the summer of 1906 the Bromley Gas Coke and Coal Company gave us a small plot of three acres out of about fifty for which they had no use in the vicinity of their works. We have received every possible assistance and encouragement from the company, which has given us the ground free of rent and subject only to such conditions as we had suggested.

2. The land was in a rough and somewhat uncultivated condition and we spent some money which had been given us for the unemployed in setting a body of fourteen men to work continuously upon it till it was in a proper state for cultivation. The object of doing this was (a) to provide decent employment better than wood-cutting, which was the only alternative, for the unemployed, and (b) to give the men who were to occupy the allotments a fair chance and some encouragement to do their best. The Gas Company supplied us with what manure was required. This was deposited upon the soil and was later on scattered and dug in by the men to whom the allotments were given.

3. The land was divided into twenty-four allotments of twenty rods each. No public intimation was given that it would be available for allotments, but the members of the committee sent along likely men, forty in number, and of these twenty-four were selected.

4. The method of selection was to exclude (a) those in full work; (b) those with no work and no prospect of work, or in receipt of parish relief; (c) bad characters. The object we had in view was to secure allotments for men who could reckon on two or three days' casual work at the docks or elsewhere.

5. A qualified instructor was placed in charge to direct proceedings and to give instruction when required.

6. Seed was supplied to such men as could not purchase it, and this was for the most part given to us.

7. It was stipulated (a) that two-thirds of each allotment should be cultivated on an uniform plan under the direction of the instructor, and that the remaining one-third should be under the absolute control of the holder, provided that he cultivated it; and (b) that the portion so reserved should be dealt with co-operatively, *i.e.*, that the ground should be cultivated uniformly with proper rotation of crops and that the produce should be sold *en bloc* and the money divided between the men; but it was agreed that the committee or the individual holder might contract out of this as regards the sale if the former found that the latter was not putting in satisfactory work or the latter thought that he could make better terms independently.

8. With the exception of three men, two of whom have gone to Canada, the present occupiers of the allotments are the same as those to whom they were originally given, and the work has been done to the satisfaction of the instructor.

Allotments under South West Ham Unemployed Aid Society.

Rev. C. Baumgarten. 9. It was pointed out to the men that they could not hope to secure sufficient profit out of twenty rods of soil, cultivated at odd moments, to pay house rent or get a wage upon which they could live independently of other work, but that they ought to be able to obtain sufficient vegetables to supply their own households for a year. I am told that this is likely to be the case, and if we reckon the value of the vegetables produced to be 2s. a week for each man, which I think is a fair calculation, it means that the soil produces vegetables to the amount of from £40 to £50 per annum per acre at retail price. This, of course, would be more than the wholesale price.

10. There is a very great hunger on the part of the men for bits of land, and if we had advertised we should probably have had hundreds of applicants for allotments. I am told that the men who have secured them are perfectly satisfied and expect to do well this year, and a great deal better next.

Cost of the allotment scheme. 11. We have tried to avoid making this a "charity" business in any way, and there is no reason why it should not be run practically without any public support except the provision of the soil. The initial expenses were heavy, but (i) they were not absolutely essential, and, as explained above, were partly incurred for the sake of finding work for the unemployed, and (ii) will not be necessary again on this particular plot of ground. The instructor is paid 30s. a week, and this has to be obtained from outside; but the one man could as effectively and as easily direct a much larger number of allotments with a proportionate less charge upon the individual holders, if a charge were made, and after a time his services will not be necessary.

Class of men provided for. 12. It will be noticed that we tried to secure some profitable employment only for men who could hope for nothing beyond casual work at the docks or elsewhere. It seems inevitable that, under present circumstances there must always be a certain residuum of such men, and their lot in life would be rendered less irksome if opportunities were given for spending odd moments in useful and attractive work instead of loafing about at street corners.

Willingness of townsmen to adopt country life. 13. Assuming that the policy of small holdings is a sound policy, I have no doubt but that a small proportion even of town-bred men would be more than willing to go into the country and could prove themselves to be as good cultivators of the soil for intensive purposes as those who have been brought up upon it. Only a very small percentage of those who have taken advantage of these allotments would probably be either willing to go into the country or to do well if they were there, but it should be borne in mind that the men we have selected are for the most part over fifty years of age, and less suited for country work than younger men.

Moral results of the experiment. 14. It is difficult to speak definitely of moral results, but I am inclined to think that the facilities given for getting on to the land have had a distinctly good effect upon the men themselves and have restored to them some measure of self-respect and confidence with a proportionately less desire to become dependent upon other people.

A South West Ham Unemployed Aid Society. 82019. (*Sir Samuel Provis.*) Will you tell us a little about the South-West Ham Unemployed Aid Society?—That is a society which was started about five years ago. What we wanted to do was to try and get the different local societies to amalgamate, if possible. We tried to get representatives from the different bodies down there to meet together in one society.

82020. Are you now referring to the various local charitable organisations?—Yes.

82021. Did you also try to bring in others, such as the local authority and the guardians, for instance?—No; we had nothing to do with the guardians at that time. The Charity Organisation Society was not down there, the distress committee had not started, and there was a great deal of overlapping and interfering with one another. So we tried to get a society which should combine the whole lot. As a matter of fact we did not succeed; it was almost a hopeless job.

82022. Did the society come to an end then?—No, the society is going on now. Practically it is only another society added to those which were there already.

82023. In 1906 the Bromley Gas, Coke and Coal Company gave you—I suppose you mean the South West Ham Unemployed Aid Society?—Yes.

82024. A small plot of three acres of land, which you used for allotments?—Yes.

82025. How did you select the persons to whom you gave these allotments?—The members of the committee recommended people. There were about forty turned up and applied for the plots. We saw that forty, and we questioned them as to whether they were in work, or whether they were out of work, and whether they were casuals. If the people told us they had had no work for six months and were not likely to get any work, we just put them on one side, as we could do nothing for them. The men we selected would be men who were more or less certain of getting on an average three days' work a week.

82026. Did you do anything to assist them in the meanwhile?—Some of them had been put on digging the ground, and getting it into order. All those who had done their work properly, and of whom we got favourable reports, if they satisfied the conditions about the three or four days' work a week, we were very glad to let them have an allotment. Up to that time we had been paying them.

82027. That is, you paid them for laying out the land?—Yes. That is where the expense of this scheme came in really.

82028. Did you get the funds for that from voluntary subscriptions?—Yes.

82029. When the land was prepared the persons to whom you then actually gave allotments were persons who were in partial employment?—Yes. They really belonged to what you would call the unemployed. One does not quite know what "unemployment" means. By "unemployed" I do not mean a man who is never employed at all, because obviously if you have got a man who is never employed at all he must ago into the workhouse, and he is eliminated after a time. By "unemployed" I rather understand people who are casually employed.

82030. (*Mr. Russell Wakefield.*) Who are under-employed?—Yes, really I mean the under-employed. There are a great many down there, for example, who are technically unemployed. My own churchwarden, who has been on a regular job for thirteen years, is unemployed at the conclusion of every day's work. He receives his money and he is dismissed, and it does not necessarily follow that he will be put on the next day. If you went round to him every evening you would find him unemployed. The unemployed we were thinking about were people who really had two or three days' work a week.

82031. (*Sir Samuel Provis.*) You were not intending people who were out of work altogether, but persons who were only employed a part of the time?—That is so, because people who are out of work altogether are eliminated after a time. A man cannot do anything if he is entirely out of work; he has got to go into the workhouse, or to live on his relations, or to go on tramp.

82032. Or he might be dealt with by the distress committee, might he not?—Or the distress committee can deal with him.

82033. The people you are dealing with are not that class at all?—No, not at all.

82034. What is the result of your experiment?—It has been most extraordinarily successful from our point of view. The soil produces from £40 to £50 per annum per acre at the retail price. It produces distinctly over £40.

82035. What were the allotments planted with chiefly—vegetables?—They were planted with vegetables entirely, except that one man planted a few herbs.

82036. With one or two exceptions the men have remained as tenants of the allotments, have they?—Yes. One or two have gone to Canada; and one we found was no good, so we turned him off.

82037. Was the emigration to Canada under your auspices at all?—That was not done under the society. I was connected with East-end emigration and with the Local Charity Organisation Society, but this Unemployed Aid Society as a society did not touch it at all. It helped in one or two cases, but practically it did not touch it.

Selection of men for the South West Ham allotments.

Expenses of the allotment scheme.

Allotments given entirely to "under-employed men."

Success of the experiment.

Emigration of certain of the allotment-holders.

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82038. Was there a great desire to get these allotments?—Not at first, because the people did not hear of it. We were working very quietly on purpose, and so the people did not know very much about it. The forty who applied were all anxious to get them, and twenty-four did get them. At the end of this year, if we get hold of more land, there will be any number of applications.

82039. Are you hoping to get more land?—The Bromley Gas Company have got about fifty more acres there, and I hope we shall be able to get hold of some of them. At present we have got an overdraft at the bank. You see you must have preliminary expenses, but after those are met the expenses are very small.

82040. You have got your land free of rent, have you not?—I think it is absolutely essential for a scheme of this kind that you should get it free of rent. I may say that the rent of this ground is £2 per acre per year. They offered to let the guardians have it, for example, at that rate.

82041. You are hoping to get some further land from them, also free, I presume?—Yes. I am afraid we should refuse to pay rent under any circumstances. If it is a question of doing it on vacant land, and the question of rent comes in, it becomes impossible, I think.

82042. Do your tenants pay you any rent for the allotments?—No, they pay no rent.

82043. None at all?—None at all. We advanced to them some seeds—I am not sure whether I have mentioned this in my Statement—but that cost has been paid back entirely, every penny of it.

82044. And you give them some instruction, do you not?—We have an instructor on the ground, and besides giving instruction to the men he also acts as a sort of caretaker. I think it is these two things, having an instructor on the ground and only giving the allotments to men who have got partial employment already, which have made the scheme successful, because at the gas works they have some more allotments which they have given to their own employees, and those allotments are not a patch on ours. I think the reason is that they have been given to their employees who are in regular work, and such men will not put in the necessary time on the allotments after they have done their day's work, and then there is the second reason that they have had no one to give them advice how to cultivate the soil, and so on.

82045. Did your men know anything about the cultivation of vegetables before they took these allotments?—One or two of them did, and only one or two of them. One or two of them had had allotments before, and knew something about gardening, but with the exception of those the rest were the casual men you met loafing about in the street.

82046. Would you advocate any extension of this system of voluntary allotments as a means of dealing with the unemployed problem?—I think so, certainly. Mr. Fels wrote in the paper a few days ago that there were 10,000 acres in London which were available for that purpose. I am not guaranteeing those figures, and I do not know whether they are accurate or not, but if there is anything near that quantity of land available, and you can get anywhere near the amount out of it that we have got out of our allotments, you will run into very big figures. This goes directly into the homes of the unemployed without touching charity at all.

82047. That is just the point; you think it can be all done without any touch of charity?—Yes. A man practically works for two days a week, or for two or three days a week, and in return for that he gets produce which is worth 2s. or 2s. 6d. There is not much charity about that.

82048. But you give him the land without charging him rent for it?—Quite true. Even if he paid rent, the rent would not be more than 5s. per annum for his 20 rods, which is the eighth of an acre.

82049. You yourselves get the land very cheaply?—We get it free, and we hand it over to them free.

82050. Therefore the only other assistance to him is the benefit he gets from your instructor?—Yes, there is that. It must be charity in one sense, but it is not a charity of the debasing sort, and it is not a charity which appears in an unpleasant form. It is a very straightforward kind of thing.

82051. But it is charity in the shape of certain assistance; that must be admitted, I think?—Yes; but ninety-nine-hundredths of the assistance the man does for himself. It is helping the man to do it for himself; really that is what it comes to.

82052. (Chairman.) Where are these 3 acres of which you speak in Paragraph 1?—At the Bromley Gas Works, just by the railway line, between Bromley and Canning Town stations.

82053. Did the people who cultivated these allotments sell the vegetables at all?—They could if they wanted to do so, and some of them did sell their vegetables down the street. They just took what they wanted. They had an enormous crop of radishes, for example, and they have a tremendous crop of celery there at the present moment. That they will sell to some of their neighbours.

82054. That is important rather. They get this land for practically nothing in a very populous district, and therefore anything which they produce in that way has a high value?—It could not be higher than the market value, because the people would not pay them any more than they would pay to the shop at the corner.

82055. That is so, but the produce is there on the spot, and it has not to be brought up and transported from a distance?—That is so.

82056. You could not draw much from the result on those 3 acres thus exceptionally favourably situated in the middle of a very populous district, or argue in consequence that you could adapt that same system on any large scale to a non-populous district?—No, I do not think you could. I think the advantage there would be that the man would grow his vegetables so as to get a sort of continuous supply for his own household without selling them at all.

82057. The moral effect you think is incontestable?—I think my last paragraph I would emphasise enormously. It simply means that the men, instead of loafing round, are working on their allotments.

82058. Did they work themselves always, or did they send in their families?—We would not allow the families to come on the allotments. It might have led to interference with other people's allotments, and one thing and another, if we had permitted that.

82059. (Mr. Russell Wakefield.) The amount sold, I suppose, is very small?—It varies. One man tells me he sold about half, but most of them sold considerably less than that, and some of them did not sell at all.

82060. Did any of your small tradesmen object?—No, the quantity produced was too little.

82061. But you can conceive that if the principle were extended it might interfere with the small trader?—Yes, if it was widely extended it would interfere.

82062. And that might make it rather unpopular than otherwise, I think?—Yes. I think we are bound to have a little disadvantage of that sort with these allotments.

82063. I did not quite catch what you said with regard to rent. You said, "We would object to pay any rent"; to payment is that on principle?—No. This plan is being worked in Philadelphia, and I am told it is a very strong point there that it should not be worked for rent at all. I think the reason is that if there is rent charged it becomes a question of competition, and then the rents run a chance of becoming—rack rents I think is the technical term—so excessive that you really cannot get a margin of profit. So they go on the lines that the land must be voluntarily loaned.

82064. One has heard this objection raised to your work—I do not say there is anything at all in it—that you employ on these allotments people who get a couple of days' work, or three days' work a week in other directions, and some people say that you make those men satisfied with only two days' work a week, or three days' work a week, by providing them with these allotments, and therefore you take away a certain amount of their go and independence, and desire to find work for the whole week?—I should not think so. I should think that if a man could earn 3s. or 4s. a day at the docks he would not go on to an allotment where he could only earn 6d. a day—I am taking it that he would be working four days in the week on the allotment.

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82065. There is a certain class of men who rather like having a couple of days at one kind of work, and then a couple of days on an allotment?—I should not think that would apply in this case.

82066. Still that objection is taken?—I can quite understand that, but I should think it is an academic objection.

Tenure of
allotment-
holders in
South West
Ham.

82067. (*Mr. Lansbury.*) There is a danger, of course, that, unless you have a proper agreement with your landlord, the people might get turned off just as their crops came on?—Yes.

82068. They are tenants at will, I understand?—The Gas Company are extremely good to us over that. There was some difficulty, I think, about their charging rent, because that would bring them under the Market Gardens Act, or something of that sort, by which they would have to pay compensation, and rather substantial compensation, if they got rid of us. So the Gas Company made us absolutely tenants at will, and then they said, "Of course, if we want this land we shall turn you off, but we shall not turn you off until after three months' notice, and as a matter of grace if there are crops on the ground we shall allow for them."

82069. Of course you would have to get that kind of arrangement with any sort of landlord?—Yes, or you might have a difficulty with the landlord coming along and simply turning you out at a moment's notice and appropriating what you have got.

The allot-
ment scheme
and the
casual
labour
system.

82070. As I understand, this is a kind of arrangement which is sometimes spoken of as for seasonal trades, and it is to help the casual labourers by giving them a kind of subsidiary occupation when they are not wanted at the docks?—Yes.

82071. Do you really think that is a good thing?—I do not know. It seems at the docks that you may want so many men to-day, and you may want no men to-morrow. I should think that is an extremely bad arrangement, but if it is inevitable, then something of this sort is exceedingly good for giving other occupation to the men.

82072. You think it is possible that they will have to sit down under the present arrangements for casual labour at the docks, and in the building trade, and that sort of thing, do you?—I should hope it is not, but that goes beyond my department. It seems to me disastrous that you should have a trade where you want 100 men one day, and you want no men the next day. If it is inevitable, well and good, but I do not know whether it is inevitable or not.

82073. Of course, you are only proposing this to meet some practical difficulty at the moment; that is what it comes to, is it not?—It is a little bit more than that. It is not only meeting a practical difficulty at the moment, because one often wants to do something practical when you may be doing mischief in the future, and I should be very sorry if this were to do anything of that sort. In the present conditions it does seem inevitable that you shall have a large body of men who are in casual employment.

82074. Casual employment is not only in vogue at the docks, is it? In your district it would be very considerable in the building and carrying trades, as well as at the docks?—Yes, but of course the docks are the main thing.

Age of
men on South
West Ham
allotments.

82075. You found a fair proportion of these men were men who would not have been quite satisfied to get their living in the country?—I think so, because they are too old.

82076. Too old to change?—It is rather old to plant a man in the country when he is over forty and he has not been accustomed to it at all.

82077. What is the age of your men?—Their ages vary, but roughly they are between forty and sixty. Preference was naturally given to a man who was at that age, because he does not get a preference elsewhere, and he could still do this work.

82078. (*Professor Smart.*) I should like to analyse your 2s. The first charge is 1s. 3d. for instruction?—You mean if they paid an instructor?

82079. Yes; it would be that figure with that number of men. You start with an undertaking which is not a charity, you say; but I rather think your 2s. is all used up already in charity. You put 1s. 3d., for example, as the charge of the instructor to begin with?—Not quite, because one instructor could take 1,000 allotments.

82080. But he does not now?—At the present moment he would not.

82081. Then you gave the land the first rough turn-over?—Yes, the land was in an impossible condition.

82082. That is to say, you set fourteen men to make ready the ground for twenty-four?—That is right.

82083. Then you gave them manures?—Yes. But the manure cost nothing. People are glad to get rid of it in Canning Town.

82084. You got the cost of the seed returned?—Yes.

82085. Therefore we will not include that; but you gave the land free?—Yes.

82086. I think you calculated the land to be worth £2 per acre?—Yes.

82087. And you said something about 5s.?—That would mean 5s. a year for each man.

82088. That is sixty pence; that is over 2d. more—that is 1s. 5d. for the charge of the instructor and the rent of the land, is it not?—Yes, but if you are raising that point of view, I think you would have to include also the wages of the man, and then, of course, it is hopeless.

82089. I want to know what exactly you think this experiment proves?—I think it proves that you can get a great deal more out of the ground than we thought we could.

82090. It also proves that you have to put a lot into the ground before you can get anything out of it?—Yes, but the man is putting it in—he puts in his labour, which we say is worth 3s. a day, and he is content to put in his labour, which is worth 3s. a day, on condition that he gets out 2s. a week. He gets something else out of it, of course; he gets the satisfaction and the pleasure of doing it. To set men to work and to pay them wages and expect to make a profit out of it, you can see would be quite impossible. A man might do it for himself, but it would not be profitable to put on somebody else to do it for him.

82091. You would not say that universalising this method would do otherwise than universalise a very good form of charity?—I do not like putting the word "charity" in very much, because if a man is working three or four days a week for 2s. a week, I should not like him to think that there is any charity in it.

82092. But you do not prove that it pays in any way whatever?—It would not pay you or me to employ somebody to do it, but it pays the individual.

82093. But the individual gets everything done for him?—No, because he does all the work for himself.

82094. And he does not get any return for that work apparently?—He is extremely well satisfied with what he does get somehow or another. These men have had the value, and as to whether they want the allotments again for the following year, I can say that the whole of them have been taken up again by the same men, and at once.

82095. Do you think that is any solution of the unemployed problem?—It is very, very partial.

82096. It proves that a lot of men who have worked on allotments are willing to work on allotments?—Yes.

82097. And that is all. With regard to your crops, they are all vegetables, are they?—They are all vegetables.

82098. Both the two-thirds and the one-third?—Yes.

82099. You consider that the men obtain sufficient vegetables to supply their own households for a year, and sometimes something over to sell?—Yes. Next year I am hoping we shall be able to give them glass, in which case there ought to be a considerable increase in what they get from the land.

Cost of the
South Wes
Ham ex-
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charity
enters.

Results of
the allot-
ment experi-
ment.

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Results of the allotment experiment. 82100. It is possible your experiment may turn out very much better as it goes on and expands, is it not?—Yes. I think it has gone on pretty well as it is, but of course, if one were to look at it from the point of view of my, for example, employing twenty-four men on those three acres, one can only say it would be a disastrous failure from the financial point of view. But when men are working on it themselves for their own households, then I think it is slightly different.

82101. This does not prove anything in the direction of small holdings, does it?—I think it does, because you see it shows that a man can get at the rate of £40 or £50 an acre out of his ground—and a man can manage more than one acre if he puts in his whole time.

82102. It seems to me that you put £40 into the ground before you take it out?—I see the point.

82103. (*Mr. Lansbury.*) Would it be fair to charge against the first year the whole cost of bringing a piece of land which was derelict into cultivation?—No. I think you have to put that down to capital account, as it were, and that you should only charge interest on it.

82104. So that the cost would be stretched over a period?—Yes. You would only charge interest on it.

82105. (*Professor Smart.*) That is what I meant when I said the experiment might prove very different indeed if it were extended?—That would be so.

Value of the vegetables produced on 3½ West End allotments. 82106. (*Miss Hill.*) I do not quite understand, but is this 1s. 9d. a week, the value of the vegetables, the only tangible benefit that the man gets?—That is the only material benefit.

82107. And it is not, I suppose, that they sell any vegetables in addition?—No.

82108. They either sell or eat them?—Yes.

82109. And the 1s. 9d. is the whole value?—That is the net result of what they receive.

Amount of work done on the allotments by the holders. 82110. How much work do you think they really put in for that?—That is very difficult to say. I have been speaking of two or three days a week, by which I mean that a man would go down on the ground very likely two or three days a week if he was not engaged elsewhere.

82111. You mean that they are willing to work for two or three days a week for that result?—Yes.

82112. How do you know the value of the vegetables?—I take the value of the vegetables at the retail price they would have had to pay for them, checked by the price at which they sold them.

82113. If it only produces 2s. a week, although I can quite see that this work will be helpful, yet that is not a very great assistance to their finances, is it?—It is a very great help in one way. If a man is earning 12s. a week, and he gets an extra 2s., that is an addition of one-sixth to the man's income, which does make a very material difference.

82114. And even to get that they have to receive instruction, land and manure free?—I should like to say that the cost of the instructor is a very small item. There is only one instructor for the twenty-five men, and that one instructor would have done for 250 men; so that the cost there is almost *nil*. The cost of the land is not great: if you take it at 5s. a plot it works out to a penny a week. Then as to the manure, if you want manure taken away in Canning Town you have to pay for it.

82115. It would seem as if the benefit were moral rather than material; I mean the 2s. a week is a very small amount for a man to take, having regard to the quantity of work he has to do for it, is it not?—Yes. But I doubt whether the men who have the allotments would have applied for them if it had been purely a moral advantage which they derive from them. The point of view from which they look at it is that they have been able to get hold of good vegetables for themselves and to get something for what they are able to sell. What has happened in some of the cases may be illustrated by a man who came to me yesterday. The money that he got for all that he sold he handed over to his wife, and she, he said, put it into the savings bank. I was able to confirm that, because it was in my savings bank, and I saw that since June she had been steadily paying in every week 6d. or a 1s., which was the money they had received for the vegetables sold.

82116. It is a very interesting experiment, and I should think it would do a lot of good to the men, but as a means of meeting unemployment it seems to me very small?—Of course it is an extremely small plot of ground, but then there is this large number of acres all over London.

82117. Do you think it really means as much as two or three days' work a week to produce this result?—No. I should think if a man chose to work eight or ten hours one day a week it would be sufficient. But he does not do that. He goes down to the docks and cannot get on, and then he goes out to the allotments.

82118. It is broken time rather, then?—Yes, it is.

82119. Do you know how much the time he actually spends on the allotment amounts to in the week?—No. I daresay it would be less than two or three days.

82120. (*Mr. Loch.*) Is this not really trying to add, so to speak, a garden to a house, by giving a small patch of land on a separate piece of ground?—Yes. Value of allotments or gardens in general.

82121. So if it produces any kind of margin on that basis, just as in the case of any cottager's garden, you would be satisfied with the result?—Yes, I might say I would, but I am not quite sure I understand you. Of course, I would not be satisfied from the financial point of view.

82122. A garden is not financially worth very much when it is attached to a cottage, is it?—No.

82123. Financially it is the cottage which is paid for, and the garden is always taken in?—It is a sort of extra. If you have got a house with a little bit of garden and another house without garden, and the rents are equal, you will find the house with the garden will go much more readily, because of the garden, even though the man will get very little indeed from it.

82124. It gives him some margin of profit for his work over and above his industrial daily work?—Yes.

82125. And that is why it is attractive?—I think that is the attraction.

82126. A man with a garden like that is very often not so pushed as a man without it—even when it is a very small garden?—Yes. A man has said to me: "This has been an enormous help to me this year; one feels that it is something."

82127. Do you see your way, if it were otherwise possible, to have such gardens for a large number of people in such districts as you live in?—There is another fifty acres here.

82128. Land which is really available for such a purpose?—I think so. There are hundreds of acres lying vacant; in fact, there are thousands of acres lying vacant there.

82129. (*Sir Henry Robinson.*) How long a period would these fourteen men have been working continuously on this land in order to get the plot into a state of cultivation?—That was done about this time last year, or a little bit later. I should think they went on for about ten weeks. They were very slow on the job, as it was a very rough job. Cost of preparation of land for allotments.

82130. What wage were you paying them?—We were paying them 6d. an hour, but I forget how many hours a week we gave them.

82131. If it were possible to get a better class of land you might work this scheme without loss, might you not?—I think so. These 3 acres of land cost us nothing. If we take over another 3 acres we shall have to put it into condition; we must dig it up roughly—that is all. It is a little bit too hard upon a man to put him on to an almost impossible bit of land.

82132. But if you have got land which is fit for cultivation you would be prepared to pay rent for it, would you not?—That is a little bit out of my department, but rates on the there seems to be some reason why you should not pay rent. It is alleged that it then becomes a question of competition, and then it comes to be a very narrow margin that the man can get. Question of rent and rates on the allotments.

82133. (*Mr. Loch.*) If you extended it, would you not pay some form of rent?—They do not think it will help here. I confess I got this idea from the Philadelphia people.

82134. (*Mr. Gardiner.*) Do you pay rates?—We do not pay rates.

Rev. C. Baumgarten. 82135. Does the parish close its eye then?—I do not know. I really do not know whether we are rateable or not. But if we are rateable, it is such a very small matter.

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82136. Its success all depends on the economic basis?—Yes.

82137. (*Sir Henry Robinson.*) Do you think you would find a difficulty in collecting rents from these men?—No; that is not the objection to paying rent, because after all one has got the land to fall back upon. In one or two cases, for example, the men were unwilling to repay what they had had for seed, and we pointed out to them that if they did not repay us, we should annex the crop, or else they should not have the allotment next year. We really would not have annexed the crop; but we should not have allowed them to have the land next year, and we should have just cut the loss.

Philadelphia vacant land allotments scheme.

82138. (*Chairman.*) Is the Philadelphia system on a very large scale?—I cannot say it is on a very large scale; it is on a fairly large scale.

82139. What number would you say it had put on the allotments?—I am afraid I cannot tell you, but I can get you the information.

82140. It is an allotment system I suppose tacked on to Philadelphia an urban population; is that it?—No. I imagine that in Philadelphia they have got great conveniences for getting allotments from one part to another part, and they would be people working in the crowded centres and living in comparatively rural districts.

82141. And they would pay no rent at all?—That is so.

82142. The land is given them?—Yes.

82143. It is a charity then?—It is charity in a way, but then the owner is doing nothing with the land. The point that they make in Philadelphia is that the owners of the land are extremely glad to let the people have it.

82144. (*Mrs. Bosanquet.*) It is only let for allotments in this way until it is wanted for other purposes?—That is it. It is something similar to what has happened at Berkhamstead. There was a lot of land there for allotment, but the land has now become valuable and all the tenants have been removed.

82145. (*Chairman.*) Then this system really utilises the land until it becomes wanted for more profitable purposes?—Until it becomes suitable for selling purposes really.

Miss MAUDE E. MARSHALL, called; and Examined.

Miss M.E. Marshall.

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82146. (*Chairman.*) You are the secretary to the Whitechapel Committee of the Charity Organisation Society, a member of the Central Unemployed Body for London, and of the Stepney Distress Committee?—I am.

82147. You have been kind enough to prepare a Statement which we will take as your evidence-in-chief, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. *Character of persons affected.*—It had better be admitted at once that, on the whole, the character of this class is comparatively weak, *i.e.*, weak in intelligence, training, physique, or *morale*, or all four. The men themselves say they are out of work through slackness of

Character of unemployed.

* I have had analysed 108 unselected applications to the Stepney Distress Committee. Of these 108, ninety-eight men give as the reason of their discharge "slackness." The written employers' character confirm this in sixty-eight cases (though three of these state that the applicant has no chance of re-employment). In thirty cases the reasons for discharge are given as follows:—

"Partly slack"	-	-	-	-	-	-	1
Unsatisfactory	-	-	-	-	-	-	5
Dishonesty	-	-	-	-	-	-	1
Bad time-keeper	-	-	-	-	-	-	3
To better himself	-	-	-	-	-	-	1
Ill-health	-	-	-	-	-	-	1
Most unreliable and only irregular earnings for rough work	-	-	-	-	-	-	1
Gambling	-	-	-	-	-	-	1
Want of attention to his work	-	-	-	-	-	-	1
Left of own accord (no chance of re-employment)	-	-	-	-	-	-	2
Dishonesty suspected	-	-	-	-	-	-	1
Private reason	-	-	-	-	-	-	2
Irregularity in attendance	-	-	-	-	-	-	2
Not stated by employer	-	-	-	-	-	-	8
Total	-	-	-	-	-	-	30

Thus, in about a third of the ninety-eight cases, we get from the employers an indication of the personal weaknesses leading to selection for discharge in time of slackness.

In some other instances, where the employé gave as cause of discharge:—

"Illness;" the employer gave: "unsatisfactory last six months."

"Death in family" the employer gave: "absent without leave."

Not stated (in three cases); the employer gave: "unsatisfactory."

"Being a union man;" the employer gave: "neglecting horses."

Special; the employer gave: "pilfering."

"Reduction in wages;" the employer gave: "careless."

The Charity Organisation Society usually gets verbal characters from employers. Their enquiries in unemployed cases bear out the distress committee evidence, that a fair proportion of those who apply to them for relief are personally weak. I have had the papers in twenty-two "out-of-work" un-

trade, and this is true in the sense that when trade is extraordinarily brisk almost anyone can pick up some work. Employers' written and verbal characters show why one is chosen to be dismissed in time of slackness rather than another.*

Character unemployed

2. In some Stepney Distress Committee cases analysed (*see Note*), about two-thirds of the applicants have nothing whatever alleged against them by their employers. In some Charity Organisation Society cases analysed, about half have nothing against them (except in some cases ill-health) as far as the employers are concerned. The preliminary report upon the work of the Central (Unemployed) Body for London, to May 12th, 1906, on p. 26, hits off the unemployed as a class in a way that accords very

selected applications to Charity Organisation Society analysed, and find that according to the employers:—

9 were discharged for slackness.

3 were discharged for illness.

1 for illness and slackness.

1 "would not do a fair day's work; absented himself; drank."

1 dishonesty, hard worker.

1 for slackness, drinks. *N.B.*—Man said "lead poisoning."

1 for drink.

1 "industrious when anyone looking after him."

1 for leakage in number of packing cases.

1 "did not do his duty."

1 for accident; not particularly industrious.

1 for drinking and gambling; worthless.

These twenty-two men gave generally as cause of discharge, "slackness or end of job"; in nine instances the employers confirm this and have nothing of a personal nature to offer as a reason for their selection for discharge; in three or four cases illness, and in eleven weakness more or less serious in *morale*, explain their selection for discharge rather than that of other hands.

That so large a proportion are weak in character should not surprise, when the conditions of their employment are remembered. The men flit from odd job to odd job; their "characters" are not "taken up"; when no records are kept, strenuous efforts to maintain a high moral standard do not necessarily secure a man a preference; and complete failure to maintain the ordinary standard of his class creates no prejudice against him in the eyes of a fresh employer. The world of work to the typical casual man is governed by chance; for the good are not more successful in securing work than the evil. No class in the community could withstand the demoralising influence of such a view of life and such a system. It is not that the casual man has a larger dose of original sin than his fellows; it is that he is exactly what any other class in the community would become, the clergy, the bar, or the professions generally, were they submitted for any length of time to the same system of employment.

Causes of unemployment among applicants to Stepney Distress Committee

Character of exactly with my experience, as follows: "The real fact unemployed. appears to be that while, to a very great extent, *lacking in resourcefulness, in energy, and in efficiency*, the unemployed men assisted by the Central Unemployed Body included among their number a not inconsiderable proportion of those who were, whether judged by personal character (including in this a genuine care for their wives and children) or by industrial standard, favourable representatives of the class to which they belong. More of them appear to have *lacked energy* than good intentions." (The italics are my own.)

Tides most
acted by
unemploy-
mit.

Problem
of the
irregularly
employed.

To organ-
ist workers.

3. Cause.—But men of industrially weak character are found in all trades and professions and classes; but not all of industrially weak character in time of slackness join the ranks of those *in distress* through want of employment. The weak of most professions, trades and classes may be a problem for their friends in times of slackness, but through individual or family thrift, or group (or trade) thrift, or otherwise, avoid, as a rule, becoming a public problem.*

4. Only the industrially weak of certain trades, such as waterside labourers, carmen, bricklayers' labourers and members of other unorganised low class trades form, as a rule, in times of depression a public problem.†

5. It may be asked what is there peculiar to these unorganised trades, which prevents them from protecting their weaker members from distress due to unemployment, as the more highly organised trades do?

6. They are peculiar in:—(a) Employing a large proportion of irregular hands; (b) who are normally under-employed; and (c) therefore unable to provide by individual or group thrift against periods of depression.‡

7. The problem for the public to consider is:—"What is to be done with those who belong to the unorganised trades or trades employing an abnormal proportion of irregular hands, who, as they are chronically under-employed, are unable to provide by individual or group thrift against periods of depression?"

8. It may be urged that in narrowing down the problem to the above class, we are leaving out part of the facts. We are leaving out (for the time) the fact that members of organised trades *do* apply to distress committees, and do, therefore, claim the help of the public.

9. But they apply in nothing like the same proportion as the members of the unorganised trades (see Note †, p. 67. 0), and, on the whole, those that do apply are found, after investigation, through help of their grown-up children living at home, and otherwise, not to be "in distress" through want of employment; and it is only with those in distress through want of employment that the public is rightfully concerned.

10. Many of these men, "too old at fifty," often of the highest character and with excellent homes, in spite of the sympathy peculiarly inspired by their cases, were classed by the Stepney Distress Committee B2, "or men fit for consideration, but not in urgent need, owing to the amount of earnings in the family.§

11. The difficulties of this class of unemployed seem mostly to be met privately through trade organisation, and out-of-work pay, and family thrift; and it seems that the true line of progress is to encourage the further development of these non-public forces.

* Stepney Distress Committee Report, July, 1906, p. 3. "Out of 1,710 persons registered only 188 could be classified as skilled men; another 340 had some sort of skill—were, for example, builders' labourers—these were classified as semi-skilled. The unskilled labourers numbered 1,174 out of the whole. Of the whole 1,710, only eighty-one, or under 5 per cent., stated that they were still, or up to six months before registration, in benefit societies, and twenty in sharing-out clubs. What was more noteworthy was, that only eighty-five stated that they were members of trades unions."

† Cf. Unemployed committees' analyses of trades, *passim*.

‡ Some consider, of course, that even under present conditions casual labourers could make, if they chose, more effective provision. But where work, and the search for work, is a mere gambling transaction, the searcher is liable to contract the vices and virtues of the gambler, of whom thrift is not one of the virtues. Nevertheless, I have been struck with the number of casual labourers who have at different periods of their lives belonged for a few years together to trade unions or thrift clubs, and dropped out, so they say, during a fast time of slackness.

12. We are also excluding (for the time) from the public problem (though certainly a problem demanding the closest attention of the trade groups), the members of seasonal skilled trades, whose wages during the season may not be high enough fairly to cover living expenses during the slack period, even with the best management. Miss M. E. Marshall. 4 Nov., 1907. Problem of seasonal workers.

13. These cases apply to the distress committees, but seem hardly suitable for relief work. The solution for this class seems to lie either in the direction:—(a) Of forcing up the wage to such a point that with management it fairly covers living expenses for the year; or (b) linking the trade with some other subsidiary trade whose brisk period alternates with the brisk period of the principal one. And, again, this may be best effected not by the public but by the trade group concerned.

14. Remedy.—Excluding the two above groups the Methods of problem is, how to organise the disorganised unskilled groups so as to secure such co-operation among employers that a less number of labourers obtain more regular labour. decasualisa- tion of labour.

(i) The most "English" method, doubtless, would be for the labourers themselves to reorganise the conditions of employment, and drag themselves out of the slough of under-employment by co-operation or otherwise. But it must be remembered that a great proportion of these men are, as was said above, industrially weak and relatively inefficient. The stronger and more efficient members of the group work themselves out of it into other groups. One doubts whether those left have "the character" to do it. These unorganised groups, moreover, from the fact that little or no skill is required in their work, are continually being recruited from the breakdowns of other organised groups, who, either permanently or till their own trades "look up," join the unorganised groups, and floating in and floating out exclude group homogeneity and effective group action. There seems, therefore, little hope that the unskilled under-employed themselves will ever reorganise trade conditions.¶

It may be of interest to give particulars of a few non-selected applications from men over forty, this last winter, from the class marked "not urgent."

Age.	Trade.	Wages when in work.	Earnings of children at home as stated by applicant.	Earnings of wife as stated by applicant
53	Cigar sorter -	28s.	33s.	—
41	Horse keeper -	24s.	28s. 6d.	—
44	Labourer - -	—	9s.	4s. 6d.
50	Barge builder -	£2	17s.	—
58	Gun powder sorter.	—	14s.—15s.	—
56	Labourer - -	—	17s. 6d.	—
54	" - -	—	—	6s.
48	Stone mason -	6s. a day	Give 20s.	—
50	Bricklayers' labourer - -	—	"A little"	"A little."
54	Labourer - -	—	20s.	—
58	" - -	—	10s.	—
54	" - -	—	14s.	—
54	" - -	—	15s.	10s.
52	" - -	—	25s.	8s.
43	Shoemaker -	—	19s.	—
50	Labourer - -	—	21s. 6d.	—
52	Tank rivetter -	—	"10s. upwards."	"A few shillings."
52	Painter and paperhanger.	32s. 6d.	—	—

§ By "unorganised" all through these notes I mean without organisation for securing more regular work for a smaller number of men, whether the end is attained by a trade union or by some other means.

¶ Distress committee and Charity Organisation Society papers reveal the fact that many unskilled irregular labourers at one time or other had a trade. These seem to have drifted out of their proper trades in time of slackness, and, taking the line of least resistance, to have drifted into that course of casual unskilled work which is the easiest of all to enter upon, and from which it is so difficult to escape. It is suggested that these men, if the entrance into the unskilled labour market were not so invitingly open, if there were the least organisation about the market resulting in the new member

Miss M. E.
Marshall.

4 Nov., 1907.

Possibility
of decasuali-
sation by
employers.

Labour
exchanges.

Methods of
dealing with
unemployed
residue after
decasualisa-
tion.

(ii) If the men cannot, will the masters? The action of the great dock company seventeen years ago makes one hope that the employers may do something.* But, so far, employers of the unorganised trades have not followed the company's example. It appears that they secure, on the whole, as many good men as they require under the present system (or want of system) of engagement, and, therefore, are not driven by any trade necessity to make a change. Moreover, natural conservatism and trade jealousy make it not very easy for individual employers to combine to obtain more regular work for their casual men. Perhaps further information on this point is desirable.

(iii) The employment exchanges, established under the Unemployed Workmen Act, have not yet run long enough for an opinion to be formed as to their efficacy. They boldly appeal to the public spirit of employers and employes (just as Mr. Charles Booth appealed to the public spirit of the dock company). "Good" employers may prefer to engage their casual men direct and may find no difficulty in getting enough of them; "good" casuals may get enough irregular work and prefer to seek out their temporary masters themselves. They are asked by the labour exchanges, nevertheless, to try the new system of engagement for the sake of the general good. It will be well, probably, to wait until the employment exchanges have had a fair chance before deciding whether their system of voluntary registration should (1) either remain as at present or (2) be encouraged by the State or (3) superseded by some compulsory system.†

15. It will be seen that when a smaller number of men obtain more regular work, the balance excluded will obtain no work whatsoever. How should they be dealt with?

(a) The younger members may be taught; there may be developed in them sufficient skill, intelligence and adaptability for them to be available for more skilled trades.‡

(b) The older members, or those not physically so fit, may be brigaded into a reserve to be called upon only in times of great pressure. (?)

(c) The excess generally may be dealt with by emigration, migration, labour colony or other relief measures with a good heart; for the present danger (of increasing the number of the under-employed through the very means, invented to relieve them, acting as an additional attraction to the unskilled labour market) will not exist when the entry into the unskilled labour is regulated.

having not quite so good a chance in it as the old hand, if there were the slightest effort to be made or formality to be gone through before obtaining the right of entry, might by patience, by struggling, by improved trade organisation, through migration or otherwise, recover a position in their proper trades. Of the 108 cases analysed above, sixteen had formerly had trades, and eight of them seem content to remain unskilled irregular labourers.

* The London and India Dock Company, who, influenced apparently by Mr. Charles Booth's investigations, brigaded their casual labourers into A's, B's and C's, ordered their forty-seven departments to take on no C man whatsoever until every B man was engaged, and no B man until every A man was engaged, with the result that the forty-seven departments became one labour market; the C's dropped out of work as far as the company were concerned altogether, and the A's and B's had more regular work. It is suggested, that had this system been more scientifically carried out the result would have been even more satisfactory.

† "Encouraged," as by giving some automatically working preference (in the matter of rates, say) to the employer who engages his casual hands through an exchange, or "superseded," as by making it absolutely illegal, in certain scheduled trades, for an employer to engage a labourer for less than a given period except through an exchange; or by giving badges or registered numbers to a sufficient number of casual labourers and obliging employers to engage the registered men before they approached the outside labour market; the object in all cases being to tempt or force employers so to co-operate in methods of engagement that a less number of labourers obtain more regular work. It will be remembered that State encouragement of co-operative action on the part of employers already exists, as, for instance, in that part of the carrying trade which is concerned with the sea.

16. Then, when a smaller number of unskilled labourers are getting more regular work, thrift, individual and group, has at last its chance to provide effectively against distress due to trade depression.§

17. The danger of relief works providing but another attraction to the life of the casual is, of course, obvious; || but there are relief works and relief works; and it is possible to imagine relief works so conducted that they do not act as an additional attraction to the casual life. Grant that they have not justified their existence as means to bridge over an interval between two regular jobs, as designed by the Unemployed Workmen Act; ¶ yet they may be justified on the same grounds as workhouses are justified. If we assume that the casual labourer under employed to the point of distress is to be relieved somewhere, there is much to be said for his relief in a specialised workhouse, designed for the unemployed only, rather than a general workhouse. Both should be deterrent, of course, but while the ordinary workhouse is deterrent first and educational secondly, as a rule, though there are exceptions,** the special workhouse or work colony or farm should be so educational in atmosphere that it is also deterrent. And if, meanwhile, the inmate's

Relief wor-
and casual
labourers.

Specialise
workhouse
for unem-
ployed.

The temporary employer of the seaman engages him for a casual job only, i.e., for the voyage. The Board of Trade compels him to enter in the seaman's book of continuous discharges an account of his character and capacity. This book is returned to the seaman at the end of each voyage, and is a guide to the next employer to whom the seaman applies for work. The seaman with the most unbroken series of "V. G.'s" gets most regular work, the man with the less superior record gets less work, while the man whose book reveals him as inefficient in some way is liable to drop out of the trade altogether; moreover, the break-downs of other trades have little chance of entry. This system is enforced and worked by the Board of Trade, who keep copies of every character earned by every British seaman. It would be interesting to know more about this system.

‡ Skilled employment committees, which are springing up now in many parts of London, are attempting to divert some of the excess labour that is pouring into the casual unskilled labour market through the channels of errand-running, van-guarding, etc., into careers with better prospects.

Nothing is said in the text about rate of pay, as it is assumed that where, and if, the rate of pay is, even given full employment, inadequate for provision for the future, there the trade itself, when organised, will be able to look to the matter.

Nothing is said either about the great fund of charity or good feeling existing in the community. This vast national asset can be drawn upon with perfect confidence for the help of exceptional individual cases, or exceptionally "hit" trades. The public is peculiarly sympathetic in cases of distress due to want of employment. But, unfortunately, this great fund is at present dribbling and wasting away in perpetuating the mischief it pretends to cure. The large sums given away in providing doles of work or money to unsuitable cases, still more the expectations raised by these doles and by injudicious Press discussions, tempt whole classes of the population who might otherwise set about remedying their grievances themselves, to wait about "to see what will turn up."

But the fund of charity, though at present being so misused and wasted, owing to the ignorance of the public, is, nevertheless, in itself a most powerful and life-giving force.

|| Cf. the large number of re-applications to distress Committees.

¶ The Stepney Distress Committee has very carefully revisited all the "helped" cases, and found, of course, many very grateful for the spell of regular work provided by the committee; but of the 242 cases "helped," the hon. secretary informs me that he estimates that thirty-three only found the relief work a means of bridging over an interval between two regular jobs. Of the 1,714 applicants to the committee, 84 only came within the definition "usually permanently employed, but out of work through no fault of their own." Of these over 30 found work before they were offered relief by the Distress committee.

** The Whitechapel Workhouse Committee arrange for a gentleman to spend every evening of the week with the able-bodied men (when there are any) in the workhouse. He brings the newspapers and discusses plans of work with them. Next morning, any inmate who has shown grit, civility and industry, whom the workhouse master can trust, may be allowed to leave the house and search for work. The late workhouse master assured me one day that he had more applications from employers for labourers than he could fill, and that he was never at a loss to place out a really decent man.

wife and family are being maintained at home under a kind of Whitechapel order or modified workhouse test, so much the better in every case where the home is worth preserving.

ADDENDUM.

Through the courtesy of Mr. C. B. Hawkins, Honorary Secretary to the Stepney Distress Committee, I have been able to study certain analyses of applications to that Committee from unemployed workmen and work-women, which will doubtless be referred to in his Annual Report but which meanwhile may be of interest to the Commission.

I purposely omitted all direct reference to the experience of this Committee in my previous notes, believing that other witnesses from Stepney would deal with it. As I find this will not be the case, I add a few paragraphs to cover points which might otherwise be omitted; I also add a few (omitted for a similar reason) touching the provision of employment for working women.

18. The Honorary Secretary has had all the papers searched with a view to detecting number of *re-applications*. He finds that out of 160 men from the Borough of Stepney who were *assisted* by the Mansion House Committee of 1903-4, 78 applied to the Joint Committee under Mr. Long's scheme the next year. This makes 48·7 per cent. Out of the 222 men who were *assisted* by the Joint Committee of 1904-5, 84 applied to the Distress Committee the next year. This makes 37·8 per cent. Out of the 305 who were *assisted* by the Distress Committee in 1905-6, 126 re-applied to the Distress Committee last season. This makes 41·3 per cent. If from this 305, those who could not have re-applied (*viz.*, 5 retained at the colonies from the summer of 1906 to the summer of 1907, 2 who had died, 22 who had been emigrated in 1906), the percentage of assisted cases re-applying next year works out at 45·6 per cent.

The recurrence amongst applicants who were not assisted is not so high of course, but remarkable as throwing light on the statement made sometimes, that relief works have created, or are creating, a special class of applicants. In 1903-4, 301 applicants for relief work were not assisted; of these 13, or 4·3 per cent., applied for relief work next year.

In 1904-5, 1,103 were not assisted; of these non-assisted cases, only 463 have been examined; and of these examined cases, 90 or 19·6 per cent. re-applied.

In 1905-6, 1,412 applicants were not assisted; of these, 20·6 per cent. applied next season.

19. In fact, it seemed as though the Central Unemployed Body in many cases was only another employer of casual labour. Instances where the men treated the Central Unemployed Body as merely an ordinary employer wanting men for a three months' job, were very common; they tried to fit the three months' job into those periods when their ordinary casual employers were slack. Thus case No. 805 refused work at Farnbridge for a ten days' wool-sale, and when the wool-sale was over, applied again for Farnbridge. When, after some interval, he was finally recommended to Central for relief work, he wrote to the Committee to say that he had had one day's work the previous week, and expected another that day, Monday, and therefore declined relief work. Two or three months afterwards he called again, and reported that he had earned 18s. to 20s. weekly during December, and 12s. 9d. to 17s. weekly during January, mostly at wool-sales; but for the first week in February (at the end of which he applied), only 6s. Hence his application.

The reserve list system showed the same thing. (By this system extra cases were passed by the Selection Committee as a reserve to be drawn on for unexpected vacancies.) Thus nineteen men who were passed for the reserve list in February and March, 1907, were tested on March 27th, 1907. They had all, of course, previously declared themselves as willing and anxious for relief work. It was found that of the nineteen, nine were now in work, four had left the addresses given, six only were "again out of work." The "again" is suggestive.

20. It may be urged that this class of casual in-and-out worker was not the class intended for relief work under the Act, which is true. But as was said in my first set of notes, the supply of applicants who had till recently been in regular continuous employment was so scanty that in order to keep their vacancies for relief work filled, the Selection Committee were obliged to have

recourse to casual labourers. Then all sorts of difficulties occurred. It was found practically impossible to determine whether a casual labourer was "in distress," through want of employment or not. He might be in distress when the popular Parks work was in question, but not in distress when the less popular Colony work was all that would be offered him. He might be in distress on Monday, but at a job on Tuesday, and again on Wednesday out of a job, and willing to take relief work. The Selection Committee had no means of determining, whether the casual labourer who applied to them had previously *thoroughly* searched for work of the ordinary sort, and failed to find it, or whether he preferred the Central Unemployed Body's casual job, and was applying for it *before* thoroughly searching for other work.

21. The effect of relief work on the wages of casual "in-and-out" labourers is an interesting point. In one or two instances there were indications that casual labourers who had been helped by the Committee were taking rather less than the usual rate of pay for their class of casual work, but whether this was in consequence of the relief work or not, one cannot say.

22. On the whole, the "best" men, the men with a recent record of regular work, who had maintained hitherto a high standard of independence, did not apply. It was not apparently that this class resented inquiry as inquiry. On the contrary, those of this class who did apply, were often proud to give particulars, which proved them to have work records superior to those of the ordinary applicants. To do away with all inquiry would probably drive away even the few applicants of this class, as there would be no means of distinguishing them from the casual labourer to whose work-record they rightly feel theirs to be superior. The reason seems to be something as deep as human nature. Men take a pride in being independent. So do children, if only in the matter of untying a knot in a piece of string. Moreover, the man who maintains his independence even in the face of difficulties, commands the respect of his neighbours, more than the man who is compelled to "give in." To the end of time, the stronger and more self-reliant men will avoid having recourse to Poor Law, Charity, or Relief works. I came across one or two instances of men in this district who would have been received with open arms by the Distress Committee if they had applied, and sent to relief work immediately. I hinted as much to them, but I could not induce them, though to my knowledge they were suffering great hardships, to humble their pride and apply.

23. But how easily this instinct of independence can be broken down among men of more casual work records, is shown by the fact that applications tended to come from certain streets and districts, and these streets and districts not necessarily the poorest. The Central Unemployed Body became known in these streets as a good casual employer and attracted accordingly

24. To what extent did relief work bridge over an interval between two regular jobs and avoid recourse to Poor Law or other help; and to what extent did it merely put off the evil day, or prolong unsatisfactory conditions of labour, and accompany other forms of help?

The Committee noticed in most cases a long interval between the end of relief work and the beginning of ordinary work.* On the whole, the men sent to colonies showed less ability in re-settling themselves into ordinary work than the park men. The Honorary Secretary has analysed the cases with a view to finding out what Poor Law or charitable help had been received by the cases helped by the Distress Committee, and what Poor Law or charitable help has been received by those not so helped. There is not much difference; 39 per cent. of those who were *not* given relief work received, according to his papers, other forms of help; but 28 per cent. of those given relief work received charitable help too.

25. As a comment on the definition of character of the unemployed, given in Par. 1 of the first set of notes, may be mentioned the following curious fact. Out of a total of 333 younger applicants whose industrial history and school standards have been fully recorded, only 44 or 13 per cent. had reached the seventh standard at school; another 78 or 23 per cent. had reached the sixth standard, while no fewer than 211 or 63 per cent. were in the fifth standard or lower when they left school.

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Effect of relief work on wages of casual labourers.

Reason why the best men do not apply to Distress Committees.

Readiness of casual labourers to apply.

Results of relief work as regards "tiding over."

School records of applicants to Stepney Distress Committee.

* See paragraph 30.

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Causes of unemployment of applicants to Stepney Distress Committee.

26. Of all the 1,421 applicants of 1906, 103 applicants or 7·2 per cent. were thrown out of regular work during the last ten years by the bankruptcy or failure of the firm which employed them. Of these 103, 70 or 4·9 per cent. of the 1,421 failed to get regular employment again; particulars of these 70 cases are as follows :—

Men who obtained no other work at all	-	2
Men who became "casual workers" in other trades	-	38
Men who became "casual workers" in the same trades	-	25
Men who emigrated	-	5
Total	-	70

Of the two who failed to obtain any work, one was a man of good character aged sixty-six; the other was a barman who became a tramp.

The thirty-eight men who became casual workers in other trades were mostly thrown out of regular jobs of an unskilled nature, as porters, wharfingers and labourers, into similar work of a casual nature in other branches of unskilled labour. In a few (about ten)

instances they appear to have been skilled men once. Thus a French polisher in regular work became a general labourer (casual); a picture-frame maker took to "odd jobs," and a clerk fell to a general casual labourer.

The men who became "casual" workers in their own trades in some instances fell to inferior branches of their trades, for instance, a sewing machine packer remained in the sewing machine trade as a labourer.

The trades from which these seventy men came by reason of bankruptcy or failure of employer are too various to admit of classification.

In a few cases among the seventy, the men had regular work (one job lasting five years) between the periods of bankruptcy of original firm, and application to the Distress Committee. In these cases, of course, bankruptcy was not the cause of application.

On the whole, therefore, bankruptcies and failures of individual firms appear to have been an unimportant factor in the causes of unemployment.

27. The following is an analysis of women's applications to the Stepney Distress Committee during winter, 1906-07 Number of applicants, 36.

Women applicants to Stepney Distress Committee in 1906-7.	CLASS A. WOMEN WITH ABLE-BODIED ADULT MALE RELATIONS LIVING AT HOME.—20.		TRADES—Domestic, 9. <i>Ages</i> : 20, 47, 30, 28, 27, 41, 39, 38 —. <i>Children</i> : 1, 5, 4, 4, 2.		Occupations and ages, of women assisted in Central Body's workroom in 1907.
	(1).	WITH ABLE-BODIED HUSBANDS—12	„	Tailoress, 2. <i>Ages</i> : 38, 40. <i>Children</i> : 1, 6.	
	(2).	WITH ADULT SINGLE SONS—6	„	Cigar Maker, 1. <i>Age</i> : 37. <i>Children</i> : 5.	
	(3).	WITH ABLE-BODIED SINGLE BROTHER—1	„	Domestic, 1. <i>Age</i> : 66.	
	(4).	WITH ABLE-BODIED FATHER—1	„	Dressmaker, 1. <i>Age</i> : 60.	
CLASS B. WOMEN WITH SICK HUSBANDS—2	One of these cases in receipt of Poor Law relief ; the other seemed a Poor Law case.		„	Tailoress, 3. <i>Ages</i> : 50, 48.	
			„	Sewing, 1. <i>Age</i> : —.	
CLASS C. SINGLE WOMEN, OR WIDOWS WITH NO CHILDREN—10			„	Domestic, 1. <i>Age</i> : 46.	
			„	Not known, 1. <i>Age</i> : 22.	
CLASS D. STATEMENTS AS TO INCOME INCOMPLETE—3			„	Cleaning, 1. <i>Age</i> : 46.	
			„	Tailoress, 1. <i>Age</i> : 41.	
CLASS E. STATEMENTS FOUND TO BE FALSE--1			„	Domestic, 8. <i>Ages</i> : 20, 54, 41, 58, 53, 50, 53, 57.	
			„	Tailoress, 1. <i>Age</i> : 50.	
			„	Not recorded, 1. <i>Age</i> : —.	
			„	Domestic, 3. <i>Ages</i> : 35, 31, 48. <i>Children</i> : 3, 1, 1.	
			„	Needlewoman, 1. <i>Age</i> : 34. <i>Children</i> : 3.	

Charing and nursing	-	-	-	-	-	1
Domestic service	-	-	-	-	-	5
General housekeeping and washing	-	-	-	-	-	1
Daily housework	-	-	-	-	-	1
Occasional nursing	-	-	-	-	-	1
Cook	-	-	-	-	-	1
"Cook, etc."	-	-	-	-	-	1
Bottle washing and plain needlework	-	-	-	-	-	1
Laundress	-	-	-	-	-	1
Tailoress	-	-	-	-	-	1
Boot-upper-fitter	-	-	-	-	-	1
Occupations not given	-	-	-	-	-	2
Total	-	-	-	-	-	52

And of
poorly
organised
workrooms
for relief
of women.

29. *A Possible Use of Relief Works for Women.*—Par. 17, written from the point of view of the men, would apply, in my opinion, equally well to the women "unemployed." If workrooms for women, as at present organised, in most cases leave the women at the end of their period of relief work just as they found them, as regards ability to earn their own living, is it not possible to organise them in such a manner, that each woman, in receipt of help, shall be carefully taught a real trade, that will be of value to her afterwards? Into such workrooms only those unemployed women who are willing to undergo a careful and systematic course of training would be admitted.

The present policy of most boards of guardians, in granting outdoor relief practically to every respectable young widow with children who applies for it, might possibly be modified—with a view to encouraging the more hopeful amongst them to learn a trade in the unemployed work-room, or adult technical school, as it would then become. Charitable agencies in certain instances have attempted to train women who have been suddenly called upon to support themselves and a family; but so far, their efforts in this direction have been hampered by the policy of the guardians, who by their offer of outdoor relief, as it were outbid those friends who are desirous of helping the women to be self-supporting.

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Effect of
general
policy
of outdoor
relief to
widows with
children.

30. A certain number of cases of men who have been sent to relief works by the distress committee during of the last year (1906-7) have been re-visited; following are particulars:—

Number to whom work was offered	-	-	-	-	82
Number who accepted	-	-	-	-	58
Number visited (deducting twenty-four who refused work)	-	-	-	-	58
Cases found	-	-	-	-	43
Cases not traced	-	-	-	-	15

Poor results
work under
Unemployed
Workmen
Act in
"tiding
over."

Of the forty-three cases visited only five obtained work immediately after quitting the relief works.

The following table shows the interval of idleness before work was obtained in the other cases.

Period of Idleness.

No Interval.	Interval under 1 month.	Interval under 2 months.	Interval under 3 months.	Interval under 4 months.	Interval under 5 months.	Interval under 6 months.	Over 6 months.	Indefinite.
5	4	3	6	4	0	1	5	15

This is suggestive in view of the intention of the Act to bridge over an interval of unemployment between two regular situations.

Of these forty-three cases, twenty-six had been in regular work before their applications, and the balance—seventeen—were in casual work at the time of application, or had been out of work for some time.

At the time of re-visiting (September, 1907) only nine, unfortunately, had returned to regular work, and thirty-four were now in casual work, or out of work.

Thus of the seventeen who were originally casual or out-of-work applicants, not one has been converted by the relief works into a regular worker; and of the twenty-six who were originally in regular work, only nine have been prevented from dropping into the class below.

General
effects of
relief work
shown
in cases
re-visited in
Stepney.

32. The forty-three men were asked either personally or through their wives, what permanent effect the relief work had had upon their position; of these, ten only considered themselves in a better position after the relief work, twenty-one said there was no change in their position, and twelve considered that they were worse off. The total of cases assisted by the Stepney Distress Committee, is, of course, much more than fifty-four, but fifty-four was the total number of cases re-visited to date (September 30th).

Several of the men and their wives said they "were very well satisfied with" the relief work. Several asked when the relief works would be opened again. A visitor who looked up 23 of the cases, reports that out of the 23 in two cases the work tided the men over a period of unemployment; in one case, after a stay of two and a half years at Hollesley Bay, the man "had learned something"; in one case the relief work gave the man a desire to live in the country; and in seven cases (Hollesley and Garden City cases) the men's health was permanently improved.

82148. (*Chairman.*) Your Statement relates to the persons who have applied under the Unemployed Workmen Act for assistance or relief?—It does.

Status of
persons
applying for
relief under
Unemployed
Workmen
Act.

82149. You are aware that the Memorandum of the Local Government Board gave a special definition of the persons for whom that Act was intended?—Yes.

82150. That was: The respectable persons usually in permanent employment who are temporarily out of employment. I rather gather from your Statement that only a very small proportion of those who applied come within that category?—That is so; a very small proportion.

82151. You give some very interesting statistics as to the Stepney Distress Committee; and in your note to Paragraph 3 you point out that out of 1,710 persons registered only 188 could be classified as skilled men, so that the class for whom the Act was specially intended have not in any material number come for assistance under it?—No; and I should say as a class that could be got at by any distress committee, or any public body, or any charitable society, it does not exist, because I think that they meet their troubles in other ways, and cannot be induced to apply.

Status of
persons
applying for
relief under
Unemployed
Workmen
Act.

82152. You give an analysis of the causes of this unemployment, and you make one remark in your note to Paragraph 6 which seems very pertinent. You point out that for many of these persons getting work is a mere gambling transaction?—Yes.

Thrift
difficult
for under-
employed
persons.

82153. You draw from that, I think, the legitimate conclusion that such being rather the nature of the life of the individual it is difficult to infuse thrift into them?—It is; and more than that, even if they had the desire to be thrifty, as I think many of them have, they have not the means to provide by their own savings against times of unemployment. I think that many of them when in normal work are so under-employed that though the rate of pay may be fair enough, yet it is not sufficient for them to have any margin.

82154. The rate may be fair enough, but the number of hours is limited?—Yes.

82155. In your judgment you think that the public problem of helping this particular class has its limits, or should be limited?—I do.

82156. I think the answer that you made just now gives one of your reasons for so wishing to limit it, namely, a certain class will try and help themselves, and they will not willingly come to distress committees or to charity?—Yes.

82157. Therefore you think from your experience that that class may be eliminated?—Yes.

82158. We will now come to the classes which you think constitute the public problem, and whom you describe as those who belong to the unorganised trades, or trades employing an abnormal proportion of irregular hands, who, as they are chronically under-employed, are unable to provide by individual or group thrift against

Men "too
old at fifty."

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periods of depression. Following up your analysis, do you find that a certain number of these men are men who are too old at fifty?—I think I have ruled them out, as being problems, perhaps, for trade groups or their families, but I do not think they have flooded our distress committees.

Increase of casual workers who have difficulty in finding employment.
82159. You have been a good many years connected with the Charity Organisation Society?—Yes; eight and a half years in the East End.

82160. May I put a question to you upon that point: Do you think there are more of this class who now find difficulty in getting employment than there were, say, five or ten years ago?—It is a little difficult to estimate, but I should say since the distress committee has been running that the class has somewhat increased.

Workmen's Compensation Act as cause of unemployment.
82161. It has been suggested to us that the Workmen's Compensation Act has had an effect on unemployment; should you agree with that, is that your impression?—Yes; I have come across one or two instances of men dismissed because of that Act.

Skilled men in seasonal trades outside the problem.
82162. You go on to say you would exclude certain seasonal trades?—Yes, where the seasonal trade is a skilled trade consisting of men who, as they are skilled, and are the same men year after year in the trade, have a chance of combining and doing something for themselves.

82163. As an illustration, I suppose I might take the skilled trades of the building industry?—Yes; the builders and bricklayers.

82164. The unskilled who would be connected with the seasonal trades, I suppose, would come in your judgment within the problem?—Yes, they would.

Difficulty of organisation of low-grade labourers.
82165. Now we come to your remedies. The first and most English method you point out would be for these low-grade labourers to organise themselves, but you doubt if under present conditions that is practicable, as not only are they weak individually in themselves, but there is a constant accession to them from other groups?—Yes. I think that is the great difficulty, that you are not dealing with men who know each other and meet each other and are in the trade year in and year out, but they seem to be floating in and floating out, so that the men cannot easily combine to effect this object, which seems to me to be more work; not so much a higher rate of pay, although that may come in, but more continuous work.

82166. I assume you attach very great importance to regularity of employment?—Yes.

82167. And reversing it, irregularity is the most serious of the evils which you mention?—Yes.

Little likelihood of decasualisation by employers.
82168. If these men, from the conditions which surround them, are not likely to be able to organise themselves, you rather doubt if the employers will take any strong measures to improve the state of affairs?—Yes.

82169. The two reasons are, their natural conservatism, and, I assume, also that it gives a surplus or a reservoir of labour which is at times convenient?—Yes. I think so long as this system does supply an employer with a sufficient supply of good labour, or labour that is good enough for his purpose, it is not natural that he should make any change. I think many employers may already feel that perhaps they ought to know what their casual hands of two days a week are doing with the other days of the week, and I should like that spirit to be increased amongst the employers. So many employers, I think, say they can get quite enough good hands when they want them, which they do on so many days in the week; but if you ask them what do those good men do on the other days of the week, you find that they have not thought about it.

Partiality of men to casual labour system.
82170. It is alleged sometimes that a certain section of those engaged in casual employment like it, because it enables them to break their employment without losing it. Should you say that that feeling now exists to any considerable extent?—I am afraid it does exist, but I think it is a case of the appetite growing on what it feeds upon; they having got used to that system find it difficult to work regularly.

82171. Should you say that the liking of being able to be a day or two off, and then go back to their employment, would be a serious obstacle to curtailing the casual employment on the part of the men?—I should not say it would be a serious obstacle; it might be if things were done suddenly all at once, but if a gradual effort were made to lessen casual work, I think that the labour would adapt itself.

82172. You think that the employment exchanges might be considerably developed, and that through them a great deal of good could be done?—Yes, I hope so.

82173. I suppose that your idea is that through those exchanges and by appeals to employers and others, you might be able to increase the regularity of the employment of certain classes which Mr. Booth described as Class A and Class B?—Yes.

82174. But assuming that was done, then comes the difficulty, what is to be done with Class C?—Yes.

82175. You attempt to deal with that towards the end of your Statement where you make suggestions, but I see you are cautious because you point out that there is always a danger of increasing the number of the unemployed through the very means intended to relieve them?—Yes.

82176. I suppose you hold the view that indiscriminate charity, and some of these press funds, and so on, have done harm in that direction?—Yes, I think they have.

82177. Are you strong in that view?—Yes, I am. I have been very struck by the spirit of some of the men who come to interview me. I am Secretary of the Charity Organisation Society in Whitechapel, and every day all sorts of people pass through the office, and I have been struck during the last few years by the attitude of some of the hale, fine-looking casual labourers who come in and sit down, and tell me they cannot get work; that they are very respectable men, and they do not drink, and they have a wife and six children. Which kind lady is going to get them a job? We think that some of these men, good men in many ways, are beginning to think of themselves as objects of interest to the community—victims, and I am very sorry to see that spirit. I would very much rather that they should be looking for the work themselves instead of asking me to find it for them, or at any rate that they should feel it was a strong thing to come and ask the ladies to find them work. I think that spirit is perhaps growing.

82178. The remedies that you indicate would operate rather in the other direction?—Yes.

82179. May I just take you to one of your remedies? In your note to Paragraph 14 (c) you suggest that it should be illegal in certain scheduled trades for the employer to engage a labourer for less than a given time, except through an exchange?—Of course, I think that would be a very strong measure indeed. I do not advocate that, but I thought I ought to add a note explaining what I mean by being "encouraged by the State" or rather being "superseced by some compulsory system." But I should hope very much that on present lines a good deal may be done, especially if the employment exchanges could be worked not by ourselves (I am on the committee) but by some distinguished and well-known people whose names would carry weight.

82180. Would you like them to be so dissociated from any Association with the name of unemployed, that the employers might know that they would get other than the unemployed?—Yes, and I would like a Cabinet Minister in the chair, and perhaps members of this Commission working it, a class of people whose very presence on the committee would make people think there was something in it.

82181. Would you be opposed to the employment exchanges being official exchanges under the municipalities?—I think I should at present oppose a scheme to transfer them to the municipalities, because I think it would not be giving them a fair chance. I think they ought to be given time to see what they can do on their present lines; then if we find they cannot succeed in getting the confidence of the public, I should not oppose their being transferred to the municipalities.

82182. A labour or employment exchange to be effective must be one of a large system?—Yes.

Labour exchanges means of decasualisation.

Bad effects of indiscriminate charity, press funds etc.

Suggested principles and machinery of labour exchanges.

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82183. I suppose you would contemplate, no matter what the machinery was, that these employment exchanges would be gradually extended all over the kingdom?—Yes.

82184. If that were done you would suggest that preference should be given to the persons who were registered?—Yes.

82185. To do that it would be necessary to get some skilled organisations, like trade unions and others, to approve of these employment exchanges?—Yes. I quite see that you could not limit your employment exchanges to the unskilled labourers without the risk of losing the sympathy of the employers.

82186. You make another suggestion, which I think is an original one. You suggest it might be possible to extend to land industries the system which the Board of Trade now adopts with regard to seamen?—I think that is a description of what I mean by "superseded by some compulsory system." I gather that the Board of Trade system is compulsory, and I thought that supposing things ever came to a compulsory system something on those lines might be possible, but I should like to repeat that I do not want a compulsory system rushed at until after a fair trial of the voluntary system.

82187. All these suggestions would go in the direction of more registration of individuals?—Yes.

82188. You have had some experience. What do you think those who would have to be registered would say to that? Do you think there would be a great objection? There is supposed to be a national prejudice against any idea of registration?—I have not found it in Whitechapel. I send a great number of men down to register. When they tell me they are out of work, I say, "Register," and they do not seem to resent the suggestion.

82189. Registration, to be effective, as you suggest, would necessitate some inquiry, and they would have to give their certificates and so on?—I think they do already take up the references of the two last employers, do they not?

82190. You do not think that is a serious objection, or do you think it is one that would have to be very cautiously dealt with?—I do not think it is a serious objection at all; my experience is that people do not resent inquiry, not if it is done in the right way. These men are aware that there are a great number, at any rate in our part of the East End, Whitechapel, whose work records are not so very excellent, and they think it quite natural that people should wish to know something about theirs.

82191. It has been suggested to us by various witnesses that a man's condition and his wants are best tested by his willingness to work; that suggests at once that there must be a form of work by which that man can be tested. In your judgment you would prefer that the test should be that of private employers?—Yes.

82192. I understand you are against anything like a large system of works by any public authority?—Yes, but at the same time I think there is room for testing the unemployed by the public authority; therefore, I should welcome perhaps some more specialised test than we get at present in many workhouses. I think that the workhouse master has to deal with so many varieties of people, from the ruffian who tears up his clothes to the decent man out of a job, that he may not always be able to adapt his manner to the case in point, and I should like to have a few specialised workhouses, if you like to call them so, or labour colonies if you prefer the expression, to be run by specially expert workhouse masters, specially expert in that class of case.

82193. How would you use those? I think we are all agreed that the person who will not work should be sent to one of those workhouses, but I am taking the case of someone who comes up and applies for employment. Would you send him off to some particular establishment, and there put the test on him; is that your idea?—I should like something, I think, to supplement our Whitechapel system at the present moment. When a man applies to the Whitechapel guardians as an out-of-work case, the relieving officer sends him along to us, and we look into the case, and we are sometimes unable to do anything. If the home seems good, and the man trying, we suggest to the relieving officer (he would,

perhaps, think of it himself) to offer him work at the workhouse for a day or two, to see what he is fit for. At the end of the day he takes home his wages, all in kind, and that keeps the home together for a bit. I should like, after a day or two, which proves that that man is willing to do something, though ignorant and perhaps untrained, to be able to send him to some specialised place where he would be kept hard at work, and when not hard at work hard at lessons, and when not at lessons doing drill, head work, bookwork, anything to make him a little less stupid.

82194. As regards individual deserving cases your view is that there is a fund of charity in this country, which you think can be relied on to deal with those cases; is that your experience?—It is. I think we had about fifty (that is my estimate though some say less, thirty to fifty) good cases that applied to the distress committee, well within the meaning of the Act. I think that the charitable forces of the borough could have dealt with those fifty cases quite well, but of course, as this Act had been passed, and a distress committee was in existence they went to the distress committee.

82195. We might put those cases on one side, but now we have still to deal with the mass of the Class C, which is the problem. You criticise the workhouse system, you think it is deterrent first, and educational second, and you would rather like to reverse that system?—Yes.

82196. You would prefer to deal with Class C, that is quite the residuum, solely through the agency of the Poor Law?—Yes.

82197. More classified, I suppose?—Yes, a more classified Poor Law I think is my idea.

82198. I assume that the persons whom you mentioned who were tried at the Whitechapel workhouse and took their wages home in kind, were made paupers by that relief?—Yes. You must remember that they had a chance of being saved from pauperism. They were sent on to our committee to see if we could do anything for them, and if it had been within our power to do anything, if their character, and ability, and training, and adaptability had been such that we could, they would not have become paupers.

82199. You would continue the existing Act?—I am afraid I would not. I think the machinery is too elaborate. To deal with the fifty cases you do not want a borough committee.

82200. Though you would not continue the Act, if the Poor Law was reformed, you would try rather to enlarge its operations by a more thorough classification?—Yes.

82201. And you would try by that more thorough classification to deal with the class we have been talking about?—Yes, while at the same time trying to prevent its development beyond the normal by an active system of employment agencies, because it seems to me that what develops the class is the chronic under-employment.

82202. I suppose you feel that to get that right it is preferable from a general social point of view to regularise more the employment of the higher grades, and make special provision by the Poor Law for those who would be pushed altogether out of work?—Yes, that is right.

82203. Do you think things are worse in Whitechapel now than they were when you began to work there?—No, I do not think so, except so far as that subtle change of tone is concerned. I think that is a dangerous sign.

82204. You mean the less reluctance to come to the Poor Law?—Less reluctance perhaps not to come to the Poor Law, but to come to other people. I do not like to see these great men asking me for work. Sometimes I try to put the position to them and say: "What shall I say to the foremen when I go round and ask them to give you work? Shall I say you are too shy to ask for it yourself?" and sometimes they see the ludicrous side of it. When you come to think of it, it is ludicrous.

82205. I have asked you about Whitechapel, did your previous remark apply to Stepney, which is a good deal bigger area?—I think my remarks would apply to the borough.

82206. To the whole area?—Yes.

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Analysis of certain applications to Stepney Distress Committee.

82207. (*Sir Samuel Provis.*) When you say in your note to Paragraph 1 you have analysed 108 unselected applications, does that mean applications taken at random?—No, it means taken consecutively out of the books.

82208. It does not mean applications which were refused?—No.

82209. It means applications which you drew just as they came, without any selection?—Yes, in chronological order. In about one-third of them the failing or the weakness that had brought the men to the distress committee was a personal one; in about two-thirds there was no indication, but I think that the special analysis that the distress committee made of the careers of the younger men gives an indication of some other failing. They hunted up the records of 333 of the younger applicants, and they show that of these 333, 65 per cent. did not get higher than Standard V. in school. I think that points to the fact that many of these men are stupid. They may be very good fellows, but not quite so intelligent as their neighbours.

82210. These are the people who naturally fall into the ranks of the unemployed when there is a want of employment?—Yes.

Elaborate local organisation of Unemployed Workmen Act not necessary.

82211. Then I think you told the Chairman that you would not be in favour of continuing the present Unemployed Workman Act. Perhaps you had in mind then continuing it for the purpose of providing work. Would you continue it for other purposes?—I think I had in mind the very elaborate local organisation. I do not think that these borough committees are justified. I am not sure that I would not continue it for special branches of the work.

82212. That is to say you would amend it rather than abolish it, is that it?—I would amend it so thoroughly that it might come to the same thing.

Suggested modifications of machinery of Unemployed Workmen Act.

82213. Let us consider that a little. You think the organisation is too elaborate. Would you get rid of the distress committee and have only the Central Body?—I think that would be better.

82214. Appointed directly by the existing local authorities?—I should like to leave out the borough councils; I do not think they have much experience of these questions.

82215. Would you make the central body representative of the boards of guardians with added members?—I think that would make a good nucleus.

82216. That would give it rather a Poor Law flavour, would it not?—Yes.

82217. Perhaps you do not think that an objection?—I quite see your point. You think that the history of the Poor Law is such that it is almost too deterrent?

82218. Yes, that at all events it might be regarded in that way?—I should not think that a central body largely made up of guardians with others co-opted, and given some name that represented its action for all London, would necessarily be closely connected with the Poor Law in the minds of the public.

82219. At all events that would be a thing to be borne in mind which might, perhaps, be avoided by some method?—Yes.

82220. Supposing we had that arrangement, what part of the present duties under the Unemployed Workmen Act would you assign to that body?—I think I should like to see some such body as that running what I call the specialised workhouse. I do not think workhouse is the right name, but I will take it *pro tem*.

82221. You would like to have an institution under that body which was of an educative rather than a relieving character?—Yes.

82222. In the method you described to us just now at Whitechapel the persons are not admitted into the workhouse at all, I apprehend, because I understood you to say the relief was given them in kind, which they took home?—Yes.

82223. Therefore they are not admitted to the workhouse at all, I presume?—No.

82224. But perhaps you would say that in your The institution you would admit people into the building; is that so?—Yes.

82225. That would be, would it not, a form of Poor Law relief?—Yes, it would.

82226. Would you contemplate that the disabilities which attach to relief should attach to the people who were admitted into that institution?—Yes, I think I would, and I think it is fair. If a man is unable, through stupidity or through some lack of adaptability, to fit himself into the social system, and puts us to the expense of trying to fit him, I think he must pay for it.

82227. Therefore your institution would be a Poor Law institution?—Yes.

82228. So that the people who are anxious that something should be done for persons, out of employment for no fault of their own, which does not involve the disabilities of the Poor Law would not be quite satisfied with your scheme?—I am afraid they would not be.

82229. In Paragraph 15 (b) you deal with older members, or those not physically so fit, who may be brigaded into a reserve to be called upon only in times of great pressure. How do you contemplate that they may be maintained in the meanwhile?—I notice that a great many of the dock labourers get three days work a week normally and seem to manage. It seems to me that some of the older men, knowing how very heavy the work is, have quite as much as they are able to do without over-exerting themselves, so if the younger men can live on that, I hope that the older men, with the savings of their younger days, and the help of their families, will be able to manage on three days' work a week in normal times, and full work only in times of pressure.

82230. You would rely upon their savings or assistance from relatives, and so forth?—Yes.

82231. You do not contemplate any State maintenance?—No.

82232. Whether local or Imperial?—I think the docker might take the fact that later on he will be getting less work a week into consideration, and fix in his own mind a rate of pay for the amount of work on which he can live and put by, remembering that after a certain age he will be getting perhaps only three days work a week.

82233. (*Sir Henry Robinson.*) You spoke of men dismissed on account of the Workmen's Compensation Act: is that a common occurrence? Could you give any instance?—Yes, there was one man who was blind, and he had been for twenty-three years caretaker, if you please, of a boys' club: he swept and he cleaned the windows. After the Act the committee that managed this boys' club became frightened, and dismissed him. There were two men down at the docks, one was a very good man of sixty, a docker, very reliable, but getting cataract, and his employer, a wharfinger, was very sorry to part with him, and gave us 5s. a week for him for many months, but he said he dared not keep him where cranes were working.

82234. You speak in your statement of the regulations made by the Board of Trade which compel the employer of a seaman to enter on his book an account of his character and capacity; but is not that to protect the captain of the ship almost as much as the man himself?—Yes.

82235. It is rather different from a trade ashore. The captain of the ship is so entirely dependent on his crew; and if he has drunken and inefficient men he cannot get rid of them at sea, therefore there is a great necessity, in the case of vessels at sea, of a register of that sort?—I should imagine that was the origin of the provision. It was for the sake of the employer, but it is done, and therefore the principle in a way has been granted, not that I want it to be applied to this case immediately.

82236. My point was that it is a very exceptional case to take vessels at sea; and inasmuch as the Board of Trade have to keep a copy of every character of every seaman of course, they could hardly do that in the case of every workman?—No.

82237. It simply meets an exceptional case like that?—I do not think I put that note with a view of its being copied with regard to our unskilled labourers, or the insufficiently employed, but rather a note as to what I meant by "superseded"; it was an analogy.

The "specialised workhouse."

Position of older men after decasualisation.

Workmen's Compensation Act as cause of unemployment.

Analogy of Board of Trade regulations as to register of seamen.

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82238. With regard to the specialised workhouse designed for the unemployed only, how would you differentiate between that and the ordinary workhouses? Would you pay the people who came in for their labour?—I do not think I would; they might have a little encouragement money.

82239. If their relations were outside, as I think you contemplated in that case, it would not be necessary to bring the families into the workhouse; they should be left to keep up the homes?—My idea was that the system of the present distress committee might possibly be adopted, which is an allowance to the wife and children proportionate to their needs. My difficulty at present is that these men who go away to these labour colonies come back in very much better health but otherwise in just the same position as they were before. I am quite aware that in the labour colonies on the Continent men who have submitted to this training very often do not find work afterwards; but I think it is not so much the man who goes there whom we must remember, as the many others who, feeling there is nothing else for them but that educational workhouse if they do not somehow fit themselves for work, will be inspired to fit themselves. I think it is the indirect result that will be most useful.

82240. You contemplate that one of these specialised workhouses would serve a good number of unions?—Yes. I do not think the number to be started would necessarily be very great. I think very few would do, so long as they succeeded in capturing and keeping the interest and sympathy of the public, while doing their work extremely well. I do not think there would be so many applications for admission.

82241. It would be deterrent, I presume, in the sense that the people would be under discipline there?—Yes.

82242. And educational, because they would be taught certain trades and certain things while they were there?—When they were not at work I should not mind what they were taught—history geography, or anything that came handy, so long as they were kept at study pretty hard, and thus returned to the actual physical work with relief. They should be under discipline of some sort all the time, almost like boys at school.

82243. Might not the difficulty be in ordinary seasons that there would be nobody in these houses, whereas in periods of great distress they would not be large enough?—They would be difficult to run, I think, but that is a difficulty which applies to the unspecialised workhouses.

82244. An unspecialised workhouse is obliged to make provision for all seasons?—Yes.

82245. There is generally a large vacant space at all of them, is there not?—Yes.

82246. (Mr. Patten-MacDougall.) I suppose it accords with your experience, does it not, that very few sailors and seamen apply for relief?—Very few.

82247. Do you find also that as regards distress committees there are very few applications from sailors and seamen for employment?—Yes, not nearly in proportion to the number of soldiers.

82248. Have you ever tried to account for that?—I have accounted for it in my own mind by the feeling that his training at sea made him so very adaptable a man and he has so very thorough a training.

82249. He is ready to take on another job when it offers?—Yes; he is taught to do everything—make his own clothes, and even think.

82250. Have you any instances of that which you could give us?—I should not be able to give you many instances, because I have to say they have not come near me except in two or three instances, and then generally there has been some fault of character to account for their application for help. There was one very smart young seaman who came to me, and the blemish that brought him was eyesight; but the normal ordinary sailor would not come near my office, nor the distress committee's.

82251. Leaving sailors out of account, do you think the adaptability of the other part of the community is increasing or decreasing?—I am afraid decreasing, and I think perhaps it is largely the fault of the public and the papers, who are so spreading the view that if a man cannot

find work at his own job it is the duty of some kind lady or the State (which is the same to him) to find him a job at his own trade and at the normal rate of wages. It is just that subtle alteration in tone that I notice.

82252. It is not the want of ability to adapt themselves to other things, is it? Would you say that has also decreased?—That is a psychological question; I believe it is not so much the man himself as the atmosphere in which he is living at the present moment.

82253. We have been told to-day as to dockers that they are more adaptable?—I should think so. I do not believe the men could not take other jobs, if only one could induce them to look for them.

82254. You are all in favour of labour bureaux, I think?—Yes. Question of labour exchanges for boys and girls on leaving school.

82255. When would you begin them? Would you begin the labour bureau for boys and girls when they leave school in place of allowing them to drift into all kinds of casual labour?—I should like some sort of bureau, but I am a little doubtful about the advisability of dealing with the children at the ordinary bureaux, because there is a difference. The ordinary bureau for the ordinary grown-up man or woman is the better the more automatic and impersonal it is. Now these children cannot be treated in that way. To begin with, they are not individuals, they are members of the family. There is an anxious mother to be interviewed, and a father to be seen, and a great deal of talking and thinking and arranging to be got through. I do not see how your clerk, who is automatically working his exchange for the grown-up people, can do the personal work amongst the children and their parents, and the school teachers, who have very great influence in these matters. I think you must have a separate set of people, and a separate institution, though perhaps one closely connected with the ordinary employment exchange.

82256. In order to prevent this kind of thing: that the father or mother when the boy or girl leaves school has no time really to inquire as to where employment may be got, and says to the boy or girl, "You must find something to do for yourself"?—Yes.

82257. That is the sort of thing, is it not, which leads eventually to loafing?—Yes, it is a very serious problem, but I do not feel that you can trust the boy to run up to the employment exchange himself. He goes there, and you ask him what he wants to be, and he says what comes into his head. If he has been reading about balloons, he may say he wants to be a balloon engineer. If it is about pirates it may be something else he wants to be. Generally it is electrical engineer at present; that is the fashion in the East End just now.

82258. You do not on principle object to bureaux for children at that age if properly supervised?—No, I think they are very much wanted.

82259. You think it would meet a felt want, do you?—Yes, but it should be a bureau very closely in touch with the school and working rather differently, with different methods.

82260. (Mr. Lock.) You mentioned the case of the sailors, but in that case you have a regulated employment: do you think you could have a system by which that particular class which is most in trouble, being unskilled, might in some way come under a regulation from the point of view either of requiring them to put by money or any other way whatever?—A kind of trade union, something organised by the men themselves?

82261. I think you suggested there might be something in the nature of a ticket which they would have to show?—Yes.

82262. If you get that form of registration (rather a different form to that suggested by the Chairman) on that you might build possibly?—Yes, if you have a body of people whom you know, certain individuals with certain badges or numbers, as opposed to a shifting, more or less, elusive set of men.

82263. If that body were known to one another as being employed primarily, we will say, at the docks, though they were either A men or B men, do you think on that you could build?—I think you could. I think that if you can get a group consisting of the same

Problem of regulation of unorganised trades.

Small number of sailors applying for relief; and reason thereof.

General decrease of adaptability of workmen.

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individuals, quite half what you want to do is done. My difficulty is that men take up this dock work two days in the week, and on the third day they are extra hands elsewhere. Moreover, the dock is so big and stretches so far down the river that it seems very difficult to find out who are doing the work and who are not. When you have found out who are doing the work this week, you do not know whether next week they will be the same men or largely different.

82264. I suppose it is true that a great many of the men that work casually work casually in preference, particularly at the docks?—Yes, that is so.

82265. So that the dock would be the best place, more than any other, to catch him most frequently?—Yes, the docks would be a very good experimental ground, I should say.

82266. If that were done do you think they have not any money to put by at all, granting all their work, so that whatever they did they could never save?—Yes, that is my belief. Of course my general belief is that any man of any class ought to earn enough money to put by sufficient to keep himself in slack times, and I think most classes do somehow succeed in avoiding giving the public all this trouble, but that class does not succeed and gives us anxiety annually.

82267. Do you think the problem must therefore be given up as they would not have enough to put by; is that your argument?—I think we must not give it up, but we must try to see if we cannot get a less number of men to do the work. At present it seems to me that many of these men are perfectly content if they get three or four days work a week; at any rate they do not grumble, and they keep their families, and they are often very good men, but there is not a halfpenny margin. Then a slack time comes, and their work drops to two or three days a week, and then all the trouble begins. I should like those men to have normally five or six days' work a week so that when a slack time comes they could drop to three or four days, and could then manage without becoming a public problem.

82268. You would have to regulate the labour at the docks from the point of view of the employer, would you not, on that basis, requiring him to employ only so many men so many days?—I should not wish to interfere with the employers. Of course one has to hear their point of view, but my impression is that there are so many men who normally get only three or four days a week that a less number of men could be more fully employed without the employers being in the least incommode or rearranging their work in any way.

82269. But the difficulty is, is it not, to bring the chaotic mass of labour into some form of compulsion to hold it and regulate it?—Yes.

82270. Do you think that the employers could be induced to take any step which would make them the responsible parties in that organisation of labour?—I should hope so, but I do see that self-interest would not lead them to do it, because the good employers down at the docks seem to be able to get as many good men, good casual men, as they want under the present system; and therefore, though I know many of them are quite willing to try other methods if it is proved to them that they may be for the good of the community, I think one ought not to trust too much to them to take the initiative.

82271. Does that not lead one to suggest there must be, by compromise or in some other way, a series of regulations accepted by both sides with the trend that you desire?—Yes.

82272. If that is so, and supposing that preliminary were possible, do you think it would be possible to arrange that out of every payment for a day's work there might be some subtraction made, which would be put into some kind of recognised fund for the benefit of the men, when they were out of work, some *interim* time passing before they could draw it out?—I think that would be an excellent arrangement.

82273. Do you think that the men themselves would fight against it on the ground that it was a subtraction from wage?—I think they would at the present moment, when many of them are getting normally three days' work a week only, because they would say that the extra 6d. was very valuable to them.

82274. Granted that it would be more valuable if they had it later on, would the 6d. represent actually the margin between existing and not existing, as they now live?—I am doubtful whether there is a margin in so many of these cases. I am doubtful because I have seen them try. I know many dockers who have joined sick clubs on two or three occasions when in pretty regular work, and have made little efforts for thrift, but have drifted out in past periods of unemployment. I am very anxious that it should be left to them, and made part of their work, to make their own provision, but I think they must start with a greater amount of work a week.

82275. Supposing there was any possibility of forming what would be a union for this particular purpose, you would have to rely first upon the creation of that union leading to fewer men being employed for longer times?—Yes.

82276. And out of that you would expect the growth to be?—Yes.

82277. (*Miss Hill*). Am I right in gathering that you rather regret that a second relief society has been introduced in which relief does not disqualify?—The distress committee?

82278. The distress committee? Would you rather have trusted to a development of the Poor Law system making it more remedial and more varied in its action?—Yes, I think I would, though I must own the local distress committee in the East End taught us a very great deal; as an educational process it has done something.

82279. At present you have seen just the germ of remedial and helpful Poor Law action with regard to able-bodied men at the Whitechapel Workhouse?—Yes.

82280. But that is so very exceptional?—I suppose it is.

82281. If it were to be developed it would require a good deal more connection with the charitable outside world, would it not? It could not depend wholly on the guardians, and on their officials, could it?—No, I think that the guardians ought to be able to refer a man who looks somewhat above the average to someone or other, if it is only to a guardian in his private capacity.

82282. When guardians have been in active and real communication with the Charity Organisation Society, a great deal of that kind of thing has been done, has it not?—Yes, in a very informal way. The relieving officer says, "So-and-so does not look quite the ordinary sort of man that comes to me, do have a look at him."

82283. But if that idea could be developed and more stress thrown on trying to start these people when first they come to the workhouse, you think more might be done with them?—Yes, I do.

82284. You have not thought that the establishment of the distress committee has increased the self-reliance of the people or their tone with regard to getting this work?—No.

82285. So far it has paralysed them, and not done them good?—That is so.

82286. Then with regard to the very interesting parallel you suggest between them and the sailors, have you heard of the same sort of thing having been done by the society for training charwomen?—Yes.

82287. They have, have they not, arranged that the employers should enter into a book which is provided the character and actions of the women?—Yes.

82288. That forms a character even for casual workers, which is of great value to them?—Yes, it is a very excellent system.

82289. Are you aware of that having been done in any other direction?—I am not.

82290. There I think they have both a central registration, and this gradually accumulating character for the person to whom you may send if you want a casual worker?—That is so.

82291. You do not know of it being done in any other case?—I am afraid I do not.

Question of compulsory insurance against unemployment.

Advantage of distress committee in Stepney.

Reform needed in Poor Law treatment of able-bodied.

Effect of distress committee on workmen.

Question of compulsory insurance against unemployment.

Policy of
guardians
as to out-
door relief
to be
given.

82292. When the applicants first come before the guardians, there is very little consideration usually as to whether they can be put in a self-supporting position. When a young widow comes before the guardians, they usually consider whether they shall give her 2s. 6d. or 3s. a week, or nothing, do they not?—Yes, that is the unfortunate state of affairs.

82293. With regard to certain London guardians, seeing how many people they have in their care, and how many institutions, it is exceedingly difficult for them to look beyond?—Yes.

82294. Unless they do come in touch with a body like the Charity Organisation Society, or some people who have time to take up the individual cases pretty strongly?—Yes.

82295. (*Mrs. Bosanquet.*) Do you think that Poor Law relief has any bearing upon regularity of employment?—I think it has. I think, with regard to the women who were just mentioned, a widow who has got a little allowance from the guardians, can do with, perhaps, two or three days' work a week, whereas if she were not getting that little allowance from the guardians she would not be content with that insufficient work and could not live on it, and would get slightly more regular work. I think our women of Whitechapel who do not get outdoor relief seem to be, on the whole, perhaps not so much paid at a higher rate, but getting more continuous work than those who do.

82296. (*Mr. Gardiner.*) Are you referring to the women who are employed as scrubbers?—Yes.

82297. Is that a special thing that would affect the problem of labour of Whitechapel women?—I do not mean scrubbing at the infirmary; they may be tailoresses or charwomen, or anything of that nature; they are not quite so under-employed as those are who are getting out-door relief.

82298. Is that true of the Gentiles or the Jews or both?—The Gentiles. I am afraid I have not much experience amongst the Jews.

82299. The Jews do not come to you very much?—They have a very excellent society of their own. They do come to us.

82300. With regard to your third note to Paragraph 17, can you tell us who that was?—I believe that he was a schoolmaster.

Be-
nevolence
of
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guardians
towards
widows
with
children.

82301. (*Mrs. Bosanquet.*) Would you be in favour, in cases of widows with children, of giving them enough to live on without going to work at all?—I would so much rather they were referred to some body that would teach them a trade, and that the guardians would suspend their final action until they had a report from that body. I think these young women ought, if possible, to be left to support one or two children. I think if you try to give them enough to support the children without work they would not do it, they would still work a little; I think the result would not be very satisfactory.

82302. You do not think the children would suffer from being left?—No, I do not. Personally I have found that the boys who have been sent to the guardians' schools do better than the boys who have been left at home. I do not know how it is, but I think our East End women are often not able to exercise the discipline that is wanted with the boys, and that often these widows' boys turn out badly unless they have been sent to the Poor Law schools.

82303. But do the one or two that are left with the widow suffer if she goes out to work?—I do not think so.

82304. (*Mr. Gardiner.*) Assuming there are five children, the care of five children under thirteen is enough for any one woman to undertake?—Yes, it is too much, and she will not be able to keep the boys in order if she does not take care. These women are very devoted to the children, and they spoil them a good deal, and they have not much sense of discipline—(perhaps they have not been brought up themselves with much discipline in the home)—and then there is no father; I think the boys in that class particularly suffer.

82305. Do you think if they were removed from Whitechapel into a rural district the same thing would happen?—The whole family.

82306. Yes?—I do not know about that.

82307. You have never had any experience of that?—No.

82308. You have never tried it yourself, or at your board?—No, but I have been very struck with the difference between the way the boys turn out—the widows' children; it is the boys, not the girls, who miss the father so much.

82309. Do you find that when those boys who are taken away are restored to the ranks of labour, that they care for their mothers as much or more than the boys who are dragged up in the home?—More, especially where the mother is kept in touch with them and sees them on the proper days. I know one or two families in which the tone is excellent; one in particular, where the mother was a very poor-class woman—a decent woman, but with not much character. Her boys (two) have come home; one is now seventeen and the other fifteen, and they are quite the strength of the family.

82310. Are these schools what are known as barrack schools?—No. They were sent to a Roman Catholic school by the guardians—as they were Roman Catholics.

82311. Have you had any experience of barrack schools? In the case of non-Roman Catholic widows they would be sent to what used to be the Forest Gate schools?—It is not Forest Gate now.

82312. Was Forest Gate destroyed before you went to Whitechapel?—Yes, it was previous to eight or nine years ago.

82313. So you have no experience of the results of what are called barrack schools?—No, I am afraid I have not.

82314. (*Dr. Downes.*) Do the mothers keep in touch with their boys at the schools?—Yes, I think the guardians are very right in their regulations; they seem to wish the parents to see a good deal of them. I like the boys to come home for the holidays, too; I know sometimes that can be arranged; I advise the mother, instead of trying to drag them up at home, to send them to school and save up so that they can give the boys a good time when they come back for their holidays.

82315. (*Professor Smart.*) Your general impression of the applicants to distress committees is that they have something deficient about them, and yet you do not think badly of them as a class?—No, I think they are very good fellows, many of them.

Character of
applicants
to distress
committees.

82316. Would you endorse the opinion I personally have formed from my experience of distress committees, that most of these men would be worth their wage if some one found a job for them and saw they were carefully watched?—Yes. Does "carefully watched" mean telling them that they will come to grief utterly if they lose their work?

82317. No, just seeing that they work. I wonder if you would agree with this, that the standard required of this class during the last thirty or forty years has very much risen, so that such men as this usually found employment, say, a generation ago, and yet the times press very hardly on them now. My impression is that the struggle for life has become more severe in all places, and that now we expect a little too much of that very poor class if we expect them not only to find occupation, but to work in the very best way. Is that your experience?—I have not noticed any tendency of that sort.

82318. Of course, you have not the advantage of years, and cannot go back so far as I can?—I can only go back some nine years, I am afraid.

82319. The problem you are interested in is evidently the casual?—Yes.

82320. The under-employed, I think you call them?—Yes.

82321. You think something must be done for them, and that something is decasualisation?—Yes.

Decasualisa-
tion.

82322. Which really comes to this, that the best man should get a preference?—Yes.

82323. You make rather an interesting suggestion, which I do not think has been mentioned to-day, that somehow or other it should be made difficult for men to get into the unskilled labour market?—Yes.

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Desirability
of book
system of
men's
characters

Suggestion as
to educa-
tional and
deterrent
workhouses.

Stepney
apprentice-
ship com-
mittee.

82324. You think, in short, that labouring, inasmuch as some men are only fit for labouring, should be looked upon as quite a respectable and honourable occupation?—Yes.

82325. Into which, perhaps, people should not be allowed to fall from other ranks on account of bad conduct?—Yes.

82326. And if possible that people who do fall into this class from bad conduct should rather be counted blacklegs?—Yes.

82327. You hinted a good deal could be done by a record such as sailors get. I suppose the men get testimonials from their employers if they ask for them, do they not?—It is very unusual.

82328. It is unusual to ask, is it not?—It is very unusual for a casual employer to want to look at one, so there is not much incentive to the casual hand to collect his good characters.

82329. Still, when we want to find a job for any man the first thing we do is to get his testimonials?—Yes.

82330. Sometimes they do not get them?—Yes.

82331. Out of pure carelessness?—I think so. I think if these men were to go to the foreman and say, "I am not Bill" (they all go by nicknames), "I am so-and-so; I am going to give you as reference, will you speak for me?" that the foreman very often would. They have come up to me in that way, to apply, with no references whatever, and I have told them to go and see some foreman who they think will be good-natured and make themselves known to the foreman under their right names, and then we go round to the foreman and take up their characters, and we often get good accounts of the men in that way. I think it could be done.

82332. Does it not seem to you that a book system might be made compulsory with good results?—Yes, I think it might very easily.

82333. As to your suggestion of a separate workhouse so educational as to be deterrent, I suppose a thing could be so educational as to be a deterrent?—I think so. I think many of our Whitechapel men would rather have very little work than too much.

82334. That is what you mean by that, I suppose?—Yes.

82335. Is there not another objection to that, namely, that the time necessary for a training that would be worth anything would be very long?—Yes.

82336. It is not a matter of three months?—At least.

82337. It is technical education rather than training?—No, I think I should not aim at technical education in trades; that would be too ambitious. I should suggest they be kept to very regular hours, to writing, and reading classes; and essays, head work generally, and a great deal of it, so that when they got to their physical labour it would be quite a relief.

82338. That would be not only a matter of time, but a matter of expense, of course?—It would be a matter of expense. But I should say it would not be a matter of such great expense as many people think, because I do not think so very many will accept that sort of test.

82339. You think not?—No.

82340. (Mrs Bosanquet.) Can you tell us anything about the apprenticeship committee that you work with? I believe you are engaged in apprenticing young boys and girls largely?—Yes, we are.

82341. Can you tell us about the work of that committee?—We get from the school teachers lists of the boys and girls just before they are leaving school, and then we visit the parents and we ask them what plans they have for Tommy's future, and many of them I am glad to say have plans, or some ideas, and we then say, "We are glad to hear it," and withdraw; but others say they have not thought anything at all about it, and they think that the boy had better hunt about for himself when the time comes. In those instances we ask them to send the boy up to see us, and then they come up. Then we take up their characters from the school and get some hints as to their capacity from the school-master or schoolmistress (we often get the greatest help from the schools); then we try to place them in what we think will suit them best. But the great difficulty is that so many of them want to earn 7s. a week at once, and we

have to appeal to the parents to make a sacrifice and to Stepney consent to let the boy take 3s. 6d. a week as an apprentice for the sake of the future, rather than to have a high initial wage. Very many of them will do that with great self-sacrifice. Then there are others that say, "No"; they mean to have as much money with the boy as they can. So that the actual number of boys and girls that come up to the committee is not of course as large as those that leave the schools.

82342. (Chairman.) Is it a substantial proportion?—It depends on the neighbourhood a good deal. In a good school the parents are doing a good deal of thinking about the children's future. In a bad neighbourhood there are more who apply. The difficulty comes in if the neighbourhood is too bad, where the parents are of the thriftless, drinking order. This sort will make the children earn as much as possible at once.

82343. Do the teachers assist you at all?—Largely.

82344. Do you think that our educational system could be further utilised in this direction?—I think there is a great deal to be done in that way.

82345. If we take the three districts, the good district, the indifferent district and the bad district; have you any idea what proportion of the children go into skilled trades?—No, it is a little difficult to say. We have been so pressed lately that we have not been able to work that out. At one time we hoped to be able to give a statistical answer.

82346. It has been suggested that one way of getting over the difficulty that widows have in managing their schools for boys (it is a difficulty which does not exist only in the boys' class you mention) is that there might be schools something like the industrial schools to which the children should go early in the day, have their meals there, and return home to their mothers at night. Have you ever thought over that scheme, or has it ever been suggested to you?—No, but I have known the mothers manoeuvre to get the children sent to such schools.

82347. It was to be a school on the principle of industrial schools, but not necessarily an industrial school; that is to say, the guardians could order the child to go there?—So that the boy was under discipline at any rate during school hours, but what he did in the evenings or on Saturday and Sunday I do not know.

82348. He would be better fed?—He would be better fed, but the difficulty is to keep these boys at home in the evenings. They like to run about the streets. I do not see how the industrial school could quite meet that difficulty.

82349. (Mr. Nunn.) With regard to the children, are you in favour of any extension of the school age for the purpose of fitting them better for their after life?—That is a difficult subject. Of course, I am in favour of further training for the children, but I am not sure that I want it to be in the school room.

82350. You would have a further training under the state or the care of the managers, or some kind of teacher?—Or even in a workshop.

82351. Partly in the workshop?—If the father brought a certificate to the effect that his boy was going to be taught a trade in a proper workshop I think he might be left there, but supposing there is no plan of that sort to train him, there might be something to be said for keeping him on in classes.

82352. Supposing it is intended that a boy should only be a labourer, even then he requires some little skill and a good deal of strength, does he not?—Yes.

82353. At the age of fourteen he is probably not equipped really as much as he might be equipped if he were longer detained and more carefully trained for ordinary labourer's work?—Yes. I am often very sorry for these boys of fourteen. They suddenly change from the short school hours to the very long working hours; and I think the long working hours are rather bad for their health at that age.

82354. Do you not consider that a couple of years longer, partly at school, and partly in some kind of definite training for their after life occupation, would probably attend to turn out better workmen, workmen whose employ would tend to be more steady?—Yes;

Question of extension of school age and education of boys in general.

but I am a little afraid of continuing the literary part of their training, because I think already too many are trained into clerical work; but I should like some sort of compulsory evening continuation class, if only with a view to shortening their working hours. I do think the van boys are kept on those vans too long.

82355. Is it not the case under the present system that a boy works steadily through his standards till he is fourteen, and then he is turned adrift, and he falls into the hands possibly of good parents, or possibly into the hands of the School Employment Committee; in either case those who have been training him for his after life have no continuous time to consider what part he is best likely to play in his after life, while he is still under their control. Supposing the managers take rather a larger view of their duties than they do at the present time?—I think an ideal education system should do a great deal more for the boys than is being done at the present time, but I am not sure that I should want to merely extend the existing school age.

82356. You are satisfied with fourteen?—Fourteen for the present style of education.

82357. I am not speaking of the present style of education, but an education which fits a boy to take a definite occupation in after life and conduct himself well in it, but that our education does not aim at now?—When that is started I think it will be excellent.

Question of look of characters of workmen.

82358. You were speaking of the cumulative character. Do you think that would really be applicable to English workmen?—As applied say to a casual labourer at the docks?

82359. Yes, do you think it would be of any value to him?—I think he might have a book of discharges like the seamen, and he might get the employer at the end of his period to stamp his book, as the seaman at the end of his voyage gets it stamped, with a "V.G.," or something to that effect.

82360. It would not have much value unless superior classes of workmen submitted to the same class of thing, would it?—The difficulty is that the employer will not trouble to look at the book of discharges, as under the present system he gets enough good men without it; I think if you could somehow or other lessen the number of men that are competing for this work, if you get a smaller number of men doing the same amount of work, then the character system would perhaps be more important, and the employer would look at these books. I think it rather hangs on the other question of the reduction of the number who are dividing the work between them.

Character of best grade of casual workmen.

82361. You deal in Paragraph 15 with the methods you would employ in dealing with the reduced numbers after you had achieved a certain amount of decasualisation; as to C., the excess generally, they would be rather less good men, would they not, they would be the worst of the casual labourers?—Yes.

82362. Would they be subjects for emigration or migration?—I think the worst would not necessarily be bad. I think the point Professor Smart made about many of them being decent men, although perhaps ignorant and ill-trained, is a very true one.

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82363. You say nothing of any possible system by which either board of guardians, or boards of guardians in co-operation with the magistrates, might exercise power of detention over the very lowest class. Does that come into your scheme of things at all?—Yes, it does. I think it would be necessary for certain classes.

Need for detective powers over certain classes.

82364. That would tend very greatly to de-casualise work, would it not?—Yes.

82365. It would cut off the bottom fringe?—Yes.

82366. Then with regard to the widows, do you really contemplate for young widows with a couple of children, a life of five days a week work. Is that what you consider the best thing for a young widow of that class?—Yes, that is what I am contemplating.

Treatment of widows with children

82367. What is your experience that they do with the children, *crèche* them, or give them to neighbours?—The old mother, or married sister looks after them. You see these widows belong to family groups. The old people I think understand children very well; the grandmothers get on with the grand-children, and it is often a very suitable employment for the grandmother to look after the children while the daughter is at work.

82368. The two children you would retain would be girls if possible?—Yes, I would retain the girls.

82369. That would give the family rather a lopsided appearance if all the girls were left and the boys taken away?—It is done in other classes, is it not?

82370. With regard to the distress committees, did you take up a good deal of emigration work last year?—Yes, we sent a good many away.

Emigration work of Stepney Distress Committee.

82371. If there were cases of men with families were they referred to the joint committee, and so to the district committee of the Charity Organisation Society?—Yes.

82372. I think you are on both of the committees, are you not?—Yes.

82373. Did you find that the Charity Organisation investigations upset the conclusion arrived at by the distress committee?—In only one case, and that was on a point which arose out of the health of the wife; a poor woman who was wrong in her head, or liable to be wrong in her head; it was a point which the distress committee could be excused for not having found out.

82374. You would be prepared to leave the distress committee with its present equipment, if it was such a committee as you had in Stepney, to prepare cases for emigration?—Yes, I would; I was very much struck with the way they did their emigration work.

82375. I think Stepney is the only one you have had experience of?—Yes, it is the only one.

Mr. REGINALD JOHN SOMERS, called; and Examined.

82376. (Chairman.) You are the Secretary of the Charity Organisation Society at Camberwell?—I was until recently. I am now Assistant Secretary to the Council.

82377. You have been good enough to prepare a Statement giving your experience of the working of the Unemployed Workmen Act in Camberwell, and if you will kindly hand it in we will treat that as your evidence-in-chief?—Certainly.

(The Witness handed in the following Statement.)

THE UNEMPLOYED IN CAMBERWELL.

1. The following table shows the number of men and women who registered for work in Camberwell from May, 1906, to June, 1907.

1,765 men and 191 women; of these
553 men registered in 1905-6.
253 " " " 1904-5.
106 " " " 1903-4.

The figures for the previous year (1905-6) were
2,040 men and 45 women; of these
564 men registered in 1904-5 and 1905-6.
88 " " " 1903-4 and 1905-6.
296 " " " 1903-4, 1904-5 and 1905-6.
1,165 men and 191 women registered in 1906-7 but not previously.

The ages of the male applicants in 1906-7 were:
Ages—15-19 20-24 25-34 35-44 45-54 55-64 65-74
Nos.—40 211 533 493 329 125 34

About 1,500 out of the 1,765 men who registered in 1906-7 were employed in the building trades and as general labourers, the remainder being composed of metal workers, printers, woodworkers, costers, etc., etc. These were classified (including the 191 women) by the Distress Committee as follows:—

Preferred cases	-	-	-	-	-	258
Eligible	-	-	-	-	-	857
Uneligible	-	-	-	-	-	509
Disqualified	-	-	-	-	-	332
Married men numbered	-	-	-	-	-	1,290
Unmarried	"	-	-	-	-	402
Widowers	"	-	-	-	-	73

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Unemployment in Camberwell 1906-7.

Mr. R. J.
Somers.

4 Nov., 1907.

Unemploy-
ment in
Camberwell,
1906-7.

Work, amounting on an average to 9 weeks each, was found for 398 men—23 refused work, 4 were dismissed, and 5 left owing to illness.

Of the 281 men for whom work was found in the winter of 1905-6, 177 applied in 1906-7 or 63 per cent. 61 families and 45 single men were emigrated.

Most of those who had registered in the previous winter were visited this summer with a view to ascertaining their position with the result that :—

- 714 reported themselves as in work ;
- 747 " " " out of work ;
- 457 could not be traced (this seems a very large number) ;
- 42 had been emigrated.

2. As by far the greater number of those who registered were connected with the building trades, the cause of their want of employment may be attributed to the seasonal nature of their work and perhaps to a certain amount of slackness in those trades. It cannot be said that in any of the years 1903-4 to 1906-7 was there exceptional distress, but there was probably not so much demand for labour in the summer months in Camberwell as there has been in former years. I am, however, of opinion that the majority of the men who registered were of the purely casual type who may be said to be chronically unemployed or semi-employed.

EFFECTS OF UNEMPLOYMENT.

- 3.—(1.) Deterioration both moral and physical of the man.
- (2.) The wives being sent out to work.
- (3.) The children made to work both in and out of school hours, and on leaving school being placed as errand boys, &c., instead of being put to a trade.
- (4.) Loss of articles pledged through inability to redeem them and partial loss of home which is rarely recovered or replaced when once lost.
- (5.) Withdrawals of savings from provident clubs, loss of membership of friendly societies and trade societies.

ACTION OF BOROUGH COUNCIL BEFORE UNEMPLOYED ACT.

A.

4.—In Camberwell prior to 1903-4, unemployed men were allowed to register their names at the various depôts of the Borough Council. Each man then received two days work in rotation. Under this system no verification of residence was attempted, and no inquiries were made as to the requirement of the individual cases. There was, in consequence, no certainty that Camberwell men (for whom the work was intended) were being employed, and men from other districts used to obtain the work by giving a local address, and sometimes several days work a week by giving false names and different addresses. In 1903-4 an effort was made to systematise the work and ward committees were formed consisting of a guardian, a borough councillor, and a private person, representing a charitable relief agency. The scheme formed the basis of Mr. Long's Act—a scheme for giving adequate relief work to selected cases was attempted but fell through owing to technical difficulties with the Borough Engineer's Department and eventually the committees had to fall back on the dole of work (3 days) given in rotation which did little or no practical good. The borough council and the borough engineer both issued reports on this work.

The work done proved very expensive and was not well carried out.

B.

I consider that the distress committees have done most useful educational work in classifying cases and in shewing the public how useless it is to try to deal with the unemployed as a whole. I think that, at all events so far as Camberwell is concerned, much more could have been done in that way had a more experienced type of enquiry officer been employed. In many cases that came to my notice the results obtained by a skilled enquiry officer were quite opposite to those got for the distress committee. Men were also often returned as artisans and mechanics when only labourers, thereby conveying a false impression of the state of the labour market. Sometimes the borough engineer had to put off men sent him by the distress committee as artisans because he found that they were only labourers in reality.

The danger of the distress committee is that it inclines men to depend upon it for work and perhaps relax their individual efforts to get it.

Labour Bureaux appear to me to be at present useless, and are likely I think to remain so, unless (1) the Employers of labour come exclusively to them for their men, and (2) the best type of man registers his name at them.

C.

Labour Colonies.—That the advantage for the time being to the men and to their families of colony work is considerable, can, I think, hardly be questioned, but as a means of leading to permanent improvement, the system has, so far as I can ascertain entirely failed. I have been unable to hear of any case where a man has gone back to the land or has materially improved his position through the means of his period of work at the colony. Physically, the country air, regular hours and good food, have in some cases worked wonders, while the regular allowance to the wife has made a striking difference in some homes, and to her and her children. The general improvement would very probably be maintained if regular work was forthcoming immediately, but, I am afraid the majority of the men on their return drift again into the ranks of the casual, and only the more skilled or fortunate ones return to regular work. Under the present circumstances I think the farm colony can only be looked on as a palliative, and a very expensive one.

With the non-colony men who do not leave their homes and who receive their own wages the families do not, I think, benefit so much during the temporary spell of work.

D.

I have never gone fully into the figures and possibilities of trades union unemployed benefit ; but have always been of opinion that very much more could be done than is done at present to assist members when out of work if more support was given to the unions.

E.

I have no practical or personal knowledge of the German municipal insurance scheme.

82378. (*Chairman.*) The vast majority of those who applied under the Unemployed Workmen Act, according to your figures, were connected with the building trade or were general labourers ?—Yes.

82379. Apparently you had very few of the skilled artisan class ?—Very few.

82380. Would Camberwell be a fair test in that way ; is there a considerable proportion of skilled artisans living in Camberwell ?—I think, although there are not a large number of employers in Camberwell, still a great many of those engaged in trades sleep there and live there, both skilled and unskilled.

82381. It is a very large area ?—Yes.

82382. Not wholly built over yet ?—No, but the northern part is very closely built over.

82383. You classify them, and I see that about 1,100 were eligible, and a very large proportion were either ineligible or disqualified. One of the main causes of their applying apparently was the slackness of the building trade ?—Yes.

82384. I suppose the building trade is always slacker in winter than in summer ?—Yes, always.

82385. So that, although there was no exceptional distress in this particular year, there was the normal seasonal distress, I suppose ?—That is so.

82386. Is that seasonal unemployment always considerable in ordinary years ?—Yes, I think so. I do not think it varies much from one year to another.

82387. Therefore the idea which I think was in the minds of a good many who supported this Act, that it would deal with respectable people usually in permanent employment, and who were thrown out of employment through exceptional circumstances, was not realised as far as your experience goes ?—Hardly. I think the idea was simply to tide over those for the time being.

82388. But that class apparently came in very small numbers ?—Yes.

Labour
exchanges.

Labour
colonies.

Trade union
unemployed
benefit.

German
municipal
insurance.

Status of
applicants
to Camber-
well Distre-
ss Committee

Seasonal
slackness
in building
trade.

Result of
Unemploy-
ment Workmen
Act in
Camberwell

Effects of
unemploy-
ment

Relief by
Camberwell
Borough
Council
before
Unemployed
Workmen
Act.

Results of
Distress
Committees.

82389. You make certain suggestions or criticisms. You think that one of the advantages of the Act is that it has done good educational work in showing the public how useless it is to try to deal with the unemployed as a whole?—Yes, I think in Camberwell the general opinion was that they could be dealt with as a whole, that all that was required was that the borough council, or some one else, or the State, should provide a certain amount of work for them to tide over the winter. I think that all that has taken place at the committee meetings and at the public meetings at the Town Hall, has opened the eyes of the public very much, and that they now realise the difficulty of the question rather more than they did.

82390. They realise that it would require works of very large dimensions to meet the requirements of the unemployed?—Yes, they realise that a mere dole of work, or even some weeks of work, given in the slack season, does not meet the unemployed question.

82391. Would you contend that what has been done has gone in the direction rather of encouraging the aggregation of casual labour?—I am afraid it has on the whole. I think the Camberwell men relied on the distress committees giving them work; they did especially after the first year's work, but you will notice that during the last two years the number of applications has decreased.

82392. Is that, do you think, due to the stricter supervision, or is it due to employment being better?—I think it is due almost entirely to the small amount of work that was given.

82393. In fact I suppose the tendency was to look upon the work given by the distress committee as another sort of casual job?—Yes.

82394. Have you any suggestions to make as to how to deal with this class? What would you do; would you rely on the Poor Law alone?—No, I think a great deal more could be done by some system of out-of-work insurance, or unemployed allowance through trade societies or guilds. We read that in Germany and other countries a great deal is being done in that way, but it does not seem to be done in this country; and what struck me so very much in all the years' work in Camberwell was the very small number of trade society men and friendly society men who come under the notice of these committees at all. I think the percentage, during the year that I acted as honorary secretary, of friendly society men was about one, and trade society men certainly not more than fifteen, if that. It seems to point to this, that men belonging to trade unions do not come to the distress committees even when there is no out-of-work benefits attached to their unions.

82395. Then it has been suggested that these people who come for relief have not joined or are not able to join any union, because their work is so casual?—I do not think that that would apply except in a few instances. I think that there are a very few of the casual men who could not afford the small amount per week required to join a trade union.

82396. The unskilled labour connected with the building trade is very little organised, is it not?—Yes.

82397. There are not many who join these unions, are there. The number of men belonging to the unskilled employments in the building trade is not very much organised?—I do not think so.

82398. Do you think it would be possible for these special occupations to start any system of insurance against unemployment, or any provident system?—If the employers and the men could be got to co-operate I think that it might, but it would have to grow very gradually I think. I do not know that any compulsory system would be possible at present.

82399. It seems to me that constant irregularity of employment must necessarily tend to diminish co-operation and unions; is that not your view?—Yes, probably it does; any unemployed insurance scheme might be supplemented perhaps by an amplification of the labour bureau system. I do not know whether that would be workable or not. It would depend upon whether the employers and the trade unions were to join in the scheme.

82400. If these labour exchanges are exclusively or mainly connected with what is known as the unemployed class, you are strongly of opinion that they will not be a success?—I do not think they will.

82401. You must get a higher class of labour to affiliate itself or make use of these institutions?—Certainly.

82402. If that difficulty, which I admit is a very serious one, were got over, they would then play a very considerable part?—I think they would.

82403. Did they operate at all beneficially in Camberwell?—No, not that I know of. There again there was practically no touch between the labour bureau in Camberwell and the unemployed committee. For instance, names were not sent on by the unemployed committee to the labour bureau or anything of that kind.

82404. The labour committee or bureau committee was not composed of the same people or had it any people on it who were on the distress committee?—No.

82405. There was no communication at all?—Practically no co-operation at all.

82406. Was that the case, do you know, in other boroughs?—That I cannot say.

82407. (Mr. Nunn.) Was it not rather your object to keep them apart from one another if you want the better class workman not to be frightened by association with the ordinary out-of-works. You want your association to be used by that class of workman, and the most difficult man to get at was the better class workman, he being rather afraid of being mixed up with the ordinary unemployed, so it was your business, was it not, to keep the employment exchange rather separate from the unemployed distress committee?—So far as I gather, the same class of men used the employment exchange as used the distress committee.

82408. But I thought you agreed with the chairman that that was why the existing exchanges tended to fail, because you could not get hold of a higher class than the ordinary unemployed?—I do think that.

82409. Then it was important to keep them distinct, was it not?—I was thinking more of the question as a whole. I think to make the labour bureau a success it must be used by all classes of labour. The difficulty now, so far as I am able to understand it, is that better class men will not register, and consequently the employers will not use it either. I remember it was just the same many years ago when I made an inquiry into the labour bureau then in existence at Battersea; the employers of labour told me that nothing would induce them to use it, and I heard the same recently, down at Camberwell.

82410. Do you not think that may be very largely because the lower class cases of unemployed had already been too much associated with it, and therefore prevented the better class workmen from using it?—Possibly; but I do not think the better class workmen had need to use it. I think that, taking the men that applied to us at Camberwell, a very small percentage of them were what you might call better class workmen.

82411. I thought you believed in labour bureaux, provided the best type of man registered his name. Do I understand you consider that?—As a matter of fact, I have never believed in labour bureaux, but I think the only chance of their being a success is that they should be used extensively by the employers, and that all classes of men should register there. At the present time I gather that the trade unions to a great extent are their own labour bureaux.

82412. Yes, they are?—And employers have told me that they never have any trouble in obtaining men when they want them. They have only to write or send to the secretary of the union—those who employ trade unionists.

82413. You think that one of the two conditions under which it can be a success does not exist now, and is not likely to exist?—I do not think it exists now; I do not say it is not likely to exist, because that might possibly be brought about by a definite scheme being put before all concerned; but I think it will be a long time before it can be brought about.

82414. You think it is better that outside machinery should find work for a man rather than that they should find it amongst their own companions in the same trade?—Personally I think it is better for the labour market to settle itself.

Mr. R. J. Somers.

4 Nov., 1907.

Mr. R. J.
Somers.

4 Nov. 1907.

Enquiries by
Distress
Committee
and by
Charity
Organisation
Society in
Camberwell
in emigration
cases.

82415. I do not know whether you heard the remark that I addressed to Miss Marshall just now about the different kind of inquiry that was made by the Charity Organisation Society and the distress committee on the identical cases that came up for emigration? I suppose in Camberwell you had a certain number of cases of men with families who originally came to the distress committees, and because they had families were referred to the joint committee of the Charity Organisation Society and the emigration fund, and thence were referred to the Charity Organisation Society's committee of the district?—Yes, we had a great many.

82416. My question is: Did you find that the Charity Organisation Society's investigation tended to upset the findings of the distress committee about those men?—The results of the inquiries made by the Charity Organisation Society committee were only reported to the joint emigration committee. We found a very great difference in the enquiries that were made by our skilled enquiry officer and the enquiries that were made by the less skilled officer of the distress committee.

82417. Did that lead to a certain number of cases that were selected by the distress committee being rejected?—Certainly, it did.

82418. Do you attribute that more to the want of training on the part of the men who were used as enquiry officers by the distress committee or to the very restricted programme of enquiry laid down by the Local Government Board?—I put it down to the want of experience of the enquiry officers, and to so much being dependent upon the replies of employers, and references being given in writing. There was a strong feeling on the part of one of the local committees of the distress committee that no enquiry should be made personally, on the ground that people might say anything, whereas they would hesitate at putting it on paper. In that particular district, I think, there were more cases rejected after thorough enquiry than in any other.

82419. I wonder whether you would be able to make any suggestion on that point, because it would be very interesting. It would be very interesting to obtain the figures of the emigration cases. It was quite one of the characteristics, was it not, of the distress committee's work to inquire of the employer?—I do not think it would be difficult to obtain the figures of those particular cases, but it would be impossible on the others, I should think.

82420. Did you find it at all the case that either through the feeling on your committee or through the restricted nature of the Local Government Board enquiry form a sufficiently free hand was not given to your officers when they made their report to the distress committee?—Yes; the Camberwell Committee took practically no notice of the information on the distress form. They made all their own enquiries over the head of the other.

82421. I do not quite understand that answer?—The committee did not supplement the information already on the distress committee's form, but they made the same enquiries over again.

82422. Which committee did that?—The Camberwell Committee.

82423. The Camberwell Distress Committee?—The Camberwell Charity Organisation Society Committee, in its emigration cases.

82424. They made the same enquiries in a different way?—They made the same enquiries by a different man, and other workers.

82425. (Professor Smart.) The painting trade is a seasonal trade, is it not?—Yes.

82426. And the building trade generally is seasonal?—Yes.

82427. Are not the wages there very high?—Not of the casual labour.

82428. The wages generally in the building trade, apart from the casual labour, are very high, are they not?—Yes.

82429. Do you find this in the skilled classes of the building trade or only the casual?—In the skilled,

82430. You consider the wage of the casual labourer in the building trade is not enough to allow him to tide over the bad season?—Hardly; except the best type of casual, who is more regularly employed than they ordinary type.

82431. What I am driving at is this: It is known to be a seasonal trade, and that being so, you would expect the normal wages to be more than enough to cover the necessarily dull times?—Not with regard to the poor type of casual that we have in North Camberwell. I should say that their average takings all the year through from their trade would not come to more than about 16s. to 17s. a week, if that.

82432. You have been unable to hear of any cases where the man has gone back to the land? Had they much opportunity of going back to the land through the labour colony?—No; so far as I know, I believe very little. Labour colonies and possibility of training men for the land.

82433. So you that cannot bring that as a charge against them, can you?—I understood the object of the labour colony was to educate the men to go back to the land and to assist them to do so.

82434. You could not educate a man in four months?—No.

82435. You seem very pessimistic; have you not positive suggestions?—When one has thought over this question what strikes one is the lack of possibilities after the training has been given; there seem so few at present. I think, as I have already said, a very great deal could be done to meet the question by the men themselves, by a system of unemployed insurance. I think we should remember that the opportunity for employment on the land is decreasing. They say that now there are 20,000 less farmers in England than there were about ten years ago; and over 250,000 less agricultural labourers. It does not seem to me possible to revive that industry by training London-bred men at a colony. I do not believe they will ever be induced to go on to the land.

82436. Unless there were small holdings, possibly?—The question is whether a living could be made out of a small holding.

82437. May I ask whether you approve of the continuation or re-enactment of the present Unemployed Workmen Act, or would you rather it was repealed?—I do not think I do really approve of the continuation; it does not seem to me it would lead us any further. Results of Unemployed Workmen Act.

82438. You think it might be repealed altogether?—I do not think up to now it has led to anything. I am afraid that the chief thing it has done is to create an opinion in some of the working men's mind that they should be supported by the State instead of by their own trades and industries.

82439. You think there is something possible in the direction of labour bureaus properly dealt with?—In my opinion I think it is the most hopeful outlook provided that the employers will co-operate. I believe in other countries the management of bureaus is undertaken by the men themselves and the employers combined, and that the trade unions use them and do not use the unions in competition, as it were. Labour exchanges.

82440. (Mrs. Bosanquet.) Can you tell us anything about the emigration work you have done?—So far as the men themselves are concerned our emigration work has certainly been the most satisfactory. We have emigrated a considerable number both through the joint emigration committee for the Central Unemployed Body and directly through our own committee; and we have practically no failures reported. Emigration by Camberwell Charity Organisation Society.

82441. You think that is the most satisfactory part of the work then?—For the men themselves, undoubtedly it is.

82442. What is the proviso in your mind?—I am afraid, although the casual labour market is so overstocked, we are emigrating the best of them. Class of men emigrated.

82443. It may be that though they are the best of the casual labour there still is not work for that particular type in England?—That is so; but if emigration is done on a very large scale, and almost limited, as it is now, to the casual type, it seems to me that we leave the lower grade of the casuals for ourselves and emigrate the better.

Wages in
painting and
building
trades.

Cases of
mal-
emig-
rated.

82444. Do you think it is possible, by diminishing the numbers very largely, to so far improve the condition of the labour market that even the low-grade casual will be better and get a better living?—It might improve the condition of the labour market, but I doubt if it would improve the standard of the work.

82445. Do you not think the low-grade men would improve under regular conditions?—They might, of course; but as a whole I doubt if it would benefit us at home here.

82446. Weighing one side against the other, would you like to see the present powers under the Act for emigration from the rates continued?—Yes, I think I would for the present. I would infinitely prefer to emigrate a man than send him to a labour colony and let him return to his old surroundings. I think it is better for all concerned.

Insufficiency
of voluntary
funds for
emigration
poses.

82447. Do you think that voluntary funds are insufficient for the emigration that is to be done?—Yes, I do, to meet the demands of those who wish to emigrate.

82448. Do you think they are sufficient to deal with those who are now coming to distress committees and seeking to be emigrated?—Yes, I think they are with the money voted by Government. There is a very great demand for emigration. I should think at Camberwell we only emigrated something like sixty or seventy, but I should say there were quite between 200 and 300 down on the lists for emigration.

82449. Were they approved cases?—Yes; they were recommended for emigration by the local committee.

82450. Did they fail to go for lack of funds?—I do not know. I think they did not come through the Central Body. They were, in the opinion of the local committee, suitable for emigration; but they might have been refused at the centre. Anyway, out of 250 cases that went up in one month, I think only forty were dealt with by the joint emigration committee.

82451. We have had it suggested to us that men are taking advantage of distress committees, to be emigrated by them, who might very well have emigrated themselves. Have you come across any such case that men who could have paid their own passage money have applied to distress committees, and been sent by them?—That is difficult to say. No case of that kind came under our

notice. The cases that were rejected after having been accepted by the central unemployed body were almost always rejected on the ground of character, not on the ground of having money available.

82452. Do you ever emigrate men without their families?—Never.

82453. Do you emigrate single women?—No, except in exceptional cases where relatives have offered them a home, or they have had a situation to go to.

82454. Do you emigrate single men?—No, not unless they pay over one-half of the passage money.

82455. (*Mr. Patten MacDougall.*) Do you know cases of men emigrating themselves and leaving their wives and families behind to come on the rates?—Yes.

82456. Is there much of that?—I have known several of those cases.

82457. Accordingly I suppose that is one reason why, in emigrating from your district committee, you take care that the wives and children should go with them?—Yes.

82458. Is emigration mainly or exclusively to Canada, or are there other places to which you emigrate them?—Almost entirely to Canada.

82459. Are there any other places?—Very few. We have emigrated a few to New Zealand, but generally when they have had relations there, and we have paid the passage of a few to the States, but then, of course, the committee have to raise the money for that.

82460. (*Sir Samuel Provis.*) Have you had any cases returned which have been emigrated? Have any of them come back?—No. Satisfactory results of emigration.

82461. Have you got satisfactory reports?—We have.

82462. You have reports, I presume?—Yes.

82463. And they are satisfactory?—Very. I do not think the committee have had one failure.

82464. Who reported to you?—The agent, or the applicants themselves. The reports come to the joint emigration committee and then are sent on to the Camberwell Committee. Very often the letters come direct to the Camberwell Committee.

82465. Who makes the reports to you from Canada as to how they have got on out there?—The agent of the joint emigration committee sometimes but the committee more often hear from the emigrants themselves.

*Mr. R. J.
Somers.*
4 Nov., 1907.

ONE HUNDRED AND THIRTIETH DAY.

Tuesday, 5th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.

Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).

Mr. J. JEFFREY (*Assistant Secretary*).

Mrs. J. RAMSAY MACDONALD, called; and Examined.

*Mrs. J. R.
MacDonald.*

Nov. 1907.

82466. (*Chairman.*) You are the honorary secretary of the legal committee of the Women's Industrial Council, I think?—Yes.

82467. You have been good enough to send us a very interesting Statement of the evidence as to distress due to unemployment amongst women and girls, which we will take as your evidence-in-chief if you will hand it in?—Yes.

(*The Witness handed in the following Statement, prepared in June.*)

1. The Women's Industrial Council has for many years made a study of the conditions of unemployment of women and girls, especially in London. At the time of the establishment of the Central Distress Committee appointed for London by Mr. Long, the council felt it important that women should share in any efforts made

The Women's
Industrial
Council.

Mrs. J. R. MacDonald.
5 Nov. 1907.

to deal with the problem of unemployment. The council made special enquiries as to the prevalence of unemployment amongst women dependent on their own earnings, and drew up a Memorandum (see Paragraph 40) with some practical suggestions. This was put before the Central committee, but that committee did practically nothing for women or girls, although it received a deputation at last from the council, but only after it had spent all available funds on men. During and after the passing of the Unemployment Act, 1905, the council again pressed the claims of women and girls, and sent a similar Memorandum to the Central Unemployed Body for London. The result was more successful. The committee appointed a special Women's Work Sub-Committee, of which one of our members, Mr. J. R. MacDonald, was first chairman, and this sub-committee considered our suggestions and put the one regarding workrooms into effect, using the garments made largely for emigration cases.

Sources of information as to unemployment among women.

2. For the purpose of answering the Poor Law Commission questions as fully as possible, the council has made fresh inquiries and sent out questions to persons of experience, both in London and other parts of the kingdom. We have replies from between sixty and seventy secretaries of trade unions, including women as members, from nearly the same number of clubs and settlements, and from a score or so of other persons with special knowledge of the subject. We did not make enquiries, except in a few special instances, from Distress Committees, Poor Law officials, or Charity Organisation Societies, as we thought the Commission would have such evidence themselves. We regret, however, that comparatively few of the answers were sufficiently full or exact to make a tabulation seem very feasible.

3. With regard to the whole condition of women wage-earners, there is a very general lack of exact knowledge even amongst those brought in direct contact with the question, as workers, workers' friends, or employers, but when we come to the question of unemployment the inexactness and ignorance seems more pronounced.

Extent of Distress due to Unemployment.

Extent of unemployment among women in textile trades.

4. The numbers seem, in most cases, to be less than they appeared to be the previous year from our inquiries made then. We have a good many replies from unions in the textile trade in Lancashire, etc., where the record usually is, that for the past two or three years almost every available woman and girl has been able to find work in the mills, as they are so busy. The Hyde and Hadfield Weavers' Association, however, reports 150 female members unemployed now, out of a total of 5,000, and the numbers unemployed during the past year average from 100 to 200. These women are cotton weavers, winders and warpers, and some have been out for three months, some more, owing to the introduction of Northrop looms and other labour-saving machinery. The Bury Card-blowing and Ringroom Operatives' Association has sixteen cardroom operatives out of work now, out of 600 female members, and has had 68 during the past year. The Todmorden and District Weavers' and Winders' Association has 100 unemployed out of about 1,000 female members, and has had 150 during the past year as the result of a strike. The Hyde and District Card-blowing Room Operatives' and Ring Spinners' Association has about eight unemployed now out of 1,400, and has had about forty during the year, partly stopped through breakdowns of machinery and partly owing to two trade disputes. The linen trade in Belfast has been very busy for two years or so; no unemployment amongst 2,300 trade unionist women.

Unemployment among women in boot and shoe trade.

5. In other industries the trade union reports vary considerably. The woman secretary of the Leicester Boot and Shoe Operatives tells us that a great many of the members of the union are out of work at the present time, owing to the fact that new machinery, which is more and more easy and light to manipulate, is being introduced into the trade. This increases the number of women wanting work who cannot get it in two ways:—

(a) The places of adult women are taken by young persons.

(b) The men are thrown out of employment because their places are taken by women and young persons, and this drives a number of married women to seek work in the factories, since they have to try and earn wages instead of their husbands.

We have evidence from several Leicester informants of Unemployment among girls and women out of employment who have to live upon odd jobs, or, in some cases, have had to apply for charity or Poor Law relief, while others are working short time, the available work being shared out amongst a number of employees. The Northampton Boot and Shoe Union has had two women unemployed during the past year out of thirty members. Their secretary reports that they are in a somewhat fortunate position in this town regarding female labour. A new industry, viz., pinafore and blouse factories, has sprung up during the past six years, which finds employment for about 1,600 hands; thus there is very little difficulty in finding employment. The Higham Ferrers, Rushden and District Branch of the National Union of Boot and Shoe Operatives reports no members out of work now, but twelve out of a membership of 150 were out during the past year from one to twelve weeks, through the stoppage of a large firm. In lace-making dullness and short time is reported rather than full unemployment amongst females. The Society of Women employed in Bookbinding reports more than usual unemployment during the past year, and also that "women who have not signed for 'out-of-work' have had much short time in the past year." An Aylesbury correspondent reports seasonal slackness in the printing trades, for which the girls make up when they are busy. The Cigar Makers' Union reports about seventy-four unemployed now out of a membership of 894 females. A correspondent in the cigar trade in the Midlands reports that the trade has suffered very much in Birmingham, Coventry, and Leicester, especially as cigars have, for some reason (probably cheapness) been replaced by the vogue of cigarette smoking. The two trades are quite separate, the cigar makers being highly skilled workers who are usually apprenticed for five years, during which they get very low wages, and some of these girls have turned their hands to dressmaking or working at the Dunlop rubber mills, etc. Many of them were married women. The secretary of the Clothiers' Operatives of Leeds reports that the clothing trade is very different to most other trades, as the females are generally on piece-work, and, no matter how slack work is, they are not discharged. Therefore the number of unemployed is no guide as to the state of the labour market. A Preston correspondent tells us that dressmakers and milliners suffer from seasonal slackness, expecting, indeed, two or three months' loss of work in a year, and that some of these went into the mills in the less arduous departments when they were finding their own trade slack, and that some of them are remaining there so as not to risk out-of-work periods again. Upholsterers report a slack period in November, January, and February; whilst the shirt and collar makers in Taunton say, "there is a slack period of four or five months in the summer." Clerks and shop-assistants both give account of a good many out of work. The Aberdeen Shop Assistants' Branch paid unemployed benefit to two women out of forty-four during the past year; one, a milliner, for one week, and the other, a saleswoman in a fruit-shop, for twelve weeks. Another, a London branch, reports two out of work now, and nine during the past year, for periods varying from three to twelve weeks, out of a total of fifty-two female members.

Women's employment in clothing, upholstering and shirt-making trades.

Shop assistants and clerks.

6. We have a good many other answers without much definite information, some of them from unions too newly formed to have any statistics. These include several branches of the National Federation of Women Workers. The secretary of the Protective and Provident Society of Women working in trades in Oxford reports that five members out of seventy have received unemployed benefit during the past year, workers in a ready-made clothing factory which regularly closes for two weeks in the year, but that this is not necessarily the whole number of those who were unemployed, since no register is kept, only those paying for unemployed benefit who know definitely that they will be out of work for a certain time.

Information from other women's unions.

7. In considering the replies from trade unions we must remember that it is likely to be the most regular and steady workers who take the trouble to join a union, especially, perhaps, among women who are so difficult to organise at all.

Slackness
of women's
employment
at a few
Brighton.

8. Through a Civic Guild of Help at New Brighton we have evidence of the difficulty of finding work for women there, those who want work being principally charwomen, some lodging-house keepers. There are very few factories but several laundries in the town.

Unemploy-
ment among
Irish
dressmakers,
milliners,
tailoresses,
&c., in
London.

9. The remainder of our information concerns London and the neighbouring districts, and is chiefly gathered from clubs and settlements. The club which makes the most special point of interesting itself in the industrial welfare as well as moral welfare of its members, the Jewish Working Girls' Club, Dean Street, Soho, reports that it has 375 members, 341 of whom work for wages; that about twenty are unemployed now, and that during the past year about 200 have been unemployed for periods of from one week to three months. The unemployment occurred in the dressmaking, millinery, tailoring, and corset-making trades, and was due to seasonal slackness. There is an employment bureau connected with the club, and employment was found for 152 girls last year, some of them being cases of unemployment. Many girls learn secondary trades in the club, and they try to make a little out of this work. The fact that such a large proportion as 200 girls out of 341 have been out of employment during the year in a club where special arrangements are made for getting employment for the girls, shows that a terrible problem of unemployment exists. This is borne out, although with very little statistical evidence, in the constant references to slackness and dull times in the replies from other sources. Miss Cheetham, Canning Town Settlement, puts down roughly three facts:—

"(i) That all the working girls in our clubs give evidence of short time during the late winter. The girls I questioned last week belonged to (a) jam; (b) paper; (c) match; (d) mat; (e) pickle; (f) baking-powder factories; (g) shirt-making. Every one of these girls had been on short time for part or the whole of the winter in some departments of their work at any rate, with the result that those girls who, when working full time, can earn about 12s. a week, have for many months now averaged not more than 9s. weekly.

"(ii) Those women, widows, etc., who earn their living by taking in shirt-making and tailoring to do at their own homes, all complain of slackness of work, so that they could not get the work, much less earn a livelihood by it. Have seen much distress amongst these shirt-makers this winter, and we have had no work-room open to help them!

"(iii) There is very little charing or washing to be had in a district like Canning Town, few being able to afford to pay wages. Even the laundries have been slack and have had to discharge hands."

Reports on
various
women's
trades in
London.

10. A mission at Seven Dials has about 200 women and girls connected with it, a large number being employed at Crosse & Blackwell's. Work here is seasonal and the girls are often out. They fill in their time in various ways, a large proportion going to cardboard-box making under other women who have piece-work. Others go to seed-sorting at Carter's and other large seed merchants. A club in the City Road returns thirty-five workers, of whom four are now out of work, fifteen have been out for periods of two or three weeks during the past year, their work being that of upholsterers, sweet fillers, paper-folders, hawkers, and in Lipton's.

11. From Euston Road Miss Bunting reports that: "Many of the girls were on three-quarter or even half-time for weeks and weeks during the winter. The tailoresses, of course; the liquorice girls at various intervals; Maple's carpet-weavers for nearly six months had slack work; between Christmas and Easter the rest of them had three days a week at home constantly. Shoolbred's carpet-sewers were so slack before Christmas that our girls left. One got work elsewhere, one went to service."

Domestic
servants.

12. Several clubs report trying with varying success to get girls to go into service. Clubs whose girls are in service report a great deal of moving from one place to another, but not real unemployment amongst servants.

Under-
employment
amongst
girls in jam-
making and
book-folding
trades.

13. One club leader writes: "I cannot give you any exact statistics of unemployed in our club, as owing to the large number of married women who only work when their husbands are ill or under special circumstances, it is difficult to know when they actually want work and cannot get it, or when they think it best not to work, but

to stay at home. Among the girls who work for wages, numbering about seventy, there is, as far as I know, no case of actual unemployment now. One of our members was out of work for a month in the early spring, but then returned to her work of paper-sorting. On the whole, the girls do not suffer at all from unemployment, but they suffer very seriously from short time, the trades being specially affected are jam-making and book-folding. In the former, the time-workers (the more responsible girls) lost two hours a day and 2s. a week for about three months, but the piece-workers lost on the average 5s. and 6s. a week for a long time. Book-folding has been very slack at times, the piece-worker often making little more than 5s. 6d. or 6s. a week, instead of 14s. or 15s. Shirt-ironing (two members) has suffered in the same way. In spite of the lack of work, the girls in nearly all cases are required to be at the factory nearly the whole day waiting for work to come in. Under these circumstances, any other employment is out of the question unless the girl definitely leaves her trade, and I think this system of requiring the whole of the girl's time and only paying her for the actual time she is on piece-work is one reason why the girls so often prefer time-work in an unskilled trade to piece-work in a partially skilled one. In the majority of cases, the girls live with their parents and are partially supported by them in slack times, sometimes repaying them when things improve."

Mrs. J. R.
MacDonald.

5 Nov. 1907.

Under-
employment
amongst
girls in jam-
making and
book-folding
trades.

Causes of Distress due to Unemployment.

14. This heading seems to be wrongly worded, as distress due to unemployment is evidently caused by unemployment. We suppose the Commission means to ask the causes of unemployment. The great cause in almost all our experience of women's trades is the seasonal nature of so many of these trades. This applies very specially to London, where so many women are employed in dress-making and other clothing trades, in laundry-work, and also in work connected with the preparation of food, and where the London season gives rise to so much extra work. It applies also to such places as Brighton, where the inrush of visitors takes place at a different time of the year. More or less it applies to all the clothing trades, since people buy the bulk of their new clothes at certain seasons. This season work varies a good deal with the weather. For instance, the late cold weather this year has kept the clothing trades back from being so busy as usual. The mineral water trade is also slack, while, on the other hand, some sweets which cannot be made in hot weather are not yet in slack time as the weather is so cool. Jam-making is later than usual in demanding workers. The seasonal slackness very often, as has been pointed out, leads to short work rather than to no work at all, but a girl who for some months is only doing a few hours a day or two or three days a week, is not earning a living wage, and is not better off than if she were totally unemployed for a shorter period.

Seasonal
nature of
trades the
chief cause
of women's
unemploy-
ment.

15. Some other special reasons are given for unemployment, such as the introduction of machinery, of which we have repeated instances. A club secretary in Walworth reports: "To begin with, the keynote of the whole thing is, I should think, the introduction of new machinery. In the bookbinding no end have been discharged; they have even now a machine for stitching "with silk": this told with bated breath, for stitching with silk was always considered safe and well paid hand-work. Day & Martin are taking on hands now, but nearly all the old ones had been discharged, again through machinery. The ironers at the laundries have suffered greatly, as a new machine now takes the shirt, a roller passing over the front and cuffs, ironing them and glossing them, so that all that remains to be ironed is the back. Two girls (young) mind the machine."

Machinery
as cause
of unem-
ployment
among
women.

16. The removal of a particular firm is mentioned several times as a cause of unemployment. Rabbit's firm in Southwark discharged the whole of the girls and women eight weeks before our investigator called upon one of the directors to enquire. The director denied that this had been the cause of any distress, but we have conflicting evidence from a Girls' Evening Home in the neighbourhood. From more than one quarter we hear that the girls in tinned meat and other tinned stuff factories have suffered from great slackness as the result of "The Jungle" scare. The war, too, is still responsible, according to one of our correspondents, for discharge of workers

Other
causes of
unemploy-
ment.

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in a firm overstocked with brushes, and "those also that worked making leather pouches attached to the saddles, etc., have now nothing to do." The trades disputes mentioned above were, as recorded, responsible for some unemployment.

17. We have also many instances of the fact, already referred to, that where men are suffering largely from unemployment their wives join the competitors for work and cause over-crowding and consequent unemployment in the trades they seek to pursue. These very often cover comparatively casual or unskilled work, such as "charing."

18. One correspondent attributed some of the unemployment to "the absurd idea that a worker is too old at forty."

Effects of Distress due to Unemployment.

Effects of
unemployment
of
women

19. The effects may be summed up as starvation, more or less acute, loss of vitality due to want of means to pay for proper food, clothing, shelter, and warmth, loss of self-respect, which can hardly survive the repeated discovery that the worker is "not wanted" by her fellow-creatures. In the case of wives, with husbands ill or out of work, or widows, or others with families dependent on them, the starvation and loss of vitality is suffered by the children and other dependents also. Long absence from work or disheartening slackness of work also tends to lower the standard of work of the worker who cannot keep up to her best pitch of pride and interest, or skill, in it.

20. We must also point out that a woman can unfortunately always find employment in vicious ways, and that difficulty in earning money honestly must add very strongly to the temptation to earn it in immoral ways, although we bear testimony to the strength with which the vast majority of our hard-pressed women workers keep themselves above such temptations.

21. One of our correspondents pictures the distress in a particular district near London where laundries and some factories employ a great many women. The slack season is just after the busy spring and early summer. "To tide over the period of unemployment, the women are in a most hopeless case. Then there is no charing to be had; they pawn nearly everything, get credit from the smaller tradesmen, and go without. The shop-keepers inform me their takings are extremely low during this period, one general shop that caters for dinners, ham and beef, etc., finding that the women go without dinners at this period, discontinues this part of its business and, excepting bread and tea, almost everything is at a standstill. Rent is the great difficulty. The women seem to work for rent, which is very high and increasing, places which were 8s. have risen to 13s. in very recent years (since the opening of the electric trams and trains). In the laundries the great feature is not so much absolutely no work, but very little work."

Remedies for Distress due to Unemployment.

22. We append a copy of our Memorandum, to which we still adhere (*see* Paragraph 40); and also offer the following suggestions.

23. (a) We have not heard of any special work provided by municipalities for women, prior to the Unemployed Workmen Act.

Relief work
for women
under Un-
employed
Workmen
Act.

24. (b) The Unemployed Workmen Act, 1905. From some enquiries of our own, and especially from the information gathered by the secretary of the West Ham Committee, with whom we have, both this year and last, been in communication, we believe that London is the only place that has made any systematic provision of work for women under the Act, although the Act is declared to apply to women. We would point out that this fact alone prevents the numbers of women registering as unemployed from in any way representing the total number in need of work. Members of our council have in many instances not sent women whom they personally know to be out of work to the registers, because they felt it would simply take up time for nothing, and discourage these women by raising hopes only to dash them. The advertisements saying that the registers are open to women have often not reached the notice of those needing work; whilst some who might have made application have

shrunk from the publicity and the enquiries this would entail. Even this year comparatively few of those in need have found room in the three workrooms opened. If an adequate amount of work were provided to meet the demand for employment in any district, those women who applied first would find a useful result, and as others would learn this, their ignorance or prejudice would be overcome.

25. We consider the experiment of London workrooms to have been remarkably successful, and are sorry that its further extension has been stopped for want of funds. The training in good work which some of these women have received in the workrooms, has been as valuable as the actual money wages in time of need.

26. We wish to call attention to the suggestion of our Memorandum: "That where remunerative work cannot be provided, a small maintenance grant might be given, on condition that those receiving it should attend domestic economy, or other suitable classes, at some polytechnic or technical institute. This might specially apply to those willing to enter domestic service."

Question
of main-
tenance
grant where
relief work
cannot be
given.

27. We think the whole question of technical training is bound up with the better and more regular employment of women workers. The day trade schools for girls which we urged upon the London County Council, and of which they have now started several, will, we hope, turn out workers who can better command regular work. Some system of teaching supplementary trades to girls in trades which have slack seasons would be found useful, but the supplementary trade must be carefully chosen to suit both in season and in kind of work (*e.g.* a girl employed on fine work, such as lace, fish fly making, etc., could not do any rough work for fear of spoiling her finger tips).

Need of
technical
training for
women.

28. *Labour Bureaux.*—We consider that these should be much more numerous and should be put systematically in touch with each other, with employers and workers, and with the trade unions where these exist, so as to have as little waste time and over-lapping as possible. Our secretary has visited the women's bureau in Berlin, which is conducted on business-like lines. Adequate arrangements for travelling expenses and lodgings *en route* should be made.

Labour
bureaux.

29. We would support any protest against rates lower than trade union rates being offered through the bureaux, and would point out that although the standard rate amongst women is, as a rule, very low and very uncertain, yet that over 5,000 women are organised in London alone.

Labour
bureaux and
trade union
rates.

30. *Emigration.*—We deprecate this as a remedy for unemployment. Only picked girls and women can be emigrated, practically only those willing to do domestic work, and we want such women and girls at home.

Emigration.

31. Shorter hours of work would in some trades, such as shop assistants, waitresses, etc., open employment to larger numbers, besides being very much better for the health and general welfare of those already employed.

Shorter
hours and
abolition of
overtime in
seasonal
trades.

32. The same can be said of the abolition of overtime in certain seasonal trades, such as those connected with the making of wearing apparel. Such abolition of overtime might in some cases merely increase the demand for workers in the busy season; but we believe it would also have the effect of making customers spread their orders more evenly over the year, as they could not have them executed all at the same time.

33. The only possible way of adequately meeting the problem of seasonal over-supply and under-supply of labour is by making the workers more adaptable and helping them to move more freely to where there is a demand for their services, and this can only be done by improved training and more systematic registration.

Importance
of increasing
adaptability
and mobility
of women
workers.

34. (c) *Labour Farms or Colonies.*—We would draw attention to the suggestions in our Memorandum (*see* Paragraph 40):—

Desirability
of putting
women on
labour
colonies.

"(4) That on the land colony or colonies in connection with the Distress Committees, a portion of the colony should be set apart for women.

"(a) To be employed in the necessary laundry work, mending or making of clothes, and cooking for the workers.

"(b) To take part in some of the lighter work of the land.

"(c) To be trained in gardening, dairy work, or poultry farming."

35. We would also express our regret that when an offer was made by Mr. Fels to let the Central Unemployed Body put women on a farm at Wye, the proposal was not accepted, nor some suitable place taken as an alternative.

36. We would point out that two classes of women would benefit by training in light work on the land:—

(i) Widows with children, who might finally settle on the land on their own account.

(ii) Wives of men who are receiving farm colony training and who may become settlers, should have a chance of becoming accustomed to country life and work before they join their husbands in their new country homes.

37. With regard to any amendment of the Act, we wish to recommend:—

(i) That the organisation of provision of work should be nationally organised and not left only to local bodies.

(ii) That the local bodies co-operating in such work should consist of the local councils, upon all of which we hope women will soon be eligible to sit, and not of any special body.

(iii) That the disqualification of applicants who have been in receipt of poor relief should be abolished. We have personal knowledge of cases of women willing and able to work who have been disqualified because they had applied for poor relief in time of great distress (and women's wages are so low that only a few shillings divide them from want at the best of times).

38. (d) *Trade Union Unemployed Benefit.*—We have a good deal of information about the rates paid by those unions which have such benefits for their women members, but as already indicated, organisation amongst women is even less widespread than amongst men. Labour exchanges, as already stated, should co-operate where possible with trade unions.

39. As our last word we wish most strongly to urge that widows with young children, and wives with sick husbands and perhaps young children dependent on their care, should not be driven to neglect their charge by going out to earn money to keep themselves and their dependents. Such women have useful work to occupy them in caring for young or helpless citizens, and the State should enable them to perform that service fully, by giving them adequate monetary support for themselves and those dependent on them. These women, when obliged to work for wages, are amongst those upon whom unemployment or slackness of work presses most heavily, but we feel that they should not be dependent on outside work at all. The removal of their competition would also be a help to other women workers in times of slackness.

Women's Industrial Council,
7, John Street, Adelphi, Strand, W.C.
December, 1905.

40. MEMORANDUM ADDRESSED TO THE CENTRAL COMMITTEE AND LOCAL DISTRESS COMMITTEES APPOINTED TO DEAL WITH UNEMPLOYMENT IN LONDON.

The Women's Industrial Council, having evidence that there is special distress from unemployment amongst women and girls in various districts and various trades in London, wishes to draw the attention of the distress committees to the serious way in which this affects women and girls who are dependent upon their own earnings. We ask the distress committees to give special consideration to the problem of meeting the needs of such women and girls, and would make the following suggestions towards practical help:—

(1) That in all notices to the unemployed, forms of application, etc., issued by the committees, it should be specifically stated that women who are dependent on their own earnings may apply as well as men, and that their cases will receive careful attention.

(2) That wherever it is possible for the local authorities to undertake extra work which women can do, e.g., cleaning, upholstery, needlework, etc., this should be provided.

(3) That where the local authorities are unable to provide employment for women applicants, either through the labour bureaux or by special work under (2), these should be referred to the central committee to be dealt with.

(4) That on the land colony or colonies in connection with the distress committees, a portion of the colony should be set apart for women:—

(a) To be employed in the necessary laundry work, mending or making of clothes, and cooking for the workers.

(b) To take part in some of the lighter work on the land.

(c) To be trained in gardening, dairy work, or poultry farming.

(5) That for women and girls whose home circumstances prevent their moving to a labour colony outside London, one or more centres should be opened where they may obtain continuous employment for wages at making clothes; and that any garments made by them should not be sold, but given through responsible and experienced social workers to those in need.

(6) That where remunerative work cannot be provided, a small maintenance grant might be given, on condition that those receiving it should attend domestic economy, or other suitable classes, at some polytechnic or technical institute. This might specially apply to those willing to enter domestic service. The possibility might also be considered of teaching trades at present not largely followed in England.

In making these suggestions, the Women's Industrial Council has tried to carry out the principle upon which it believes the distress committees are working—that work given to the unemployed should be specially organised, so that they do not displace other workers, and that any work undertaken should be really useful.

ISHBEL ABERDEEN,
President.

L. WYATT PAPWORTH,
General Secretary.

82468. (*Chairman.*) In the early part of your Statement you point out that there is rather a lack of exact knowledge on a great many of the points with which you deal?—Yes, that is so.

82469. Taking the statistics of the unemployment of women, this occurs to me: If a man marries, he probably remains in his union, and the necessity for getting work is perhaps greater than before; but if a woman marries, does she, as a rule, remain with her union?—It depends very much according to the different trades and according to the fashion.

82470. Assuming that any considerable proportion of married women remain in the unions, they might be ultimately out of employment, but out of employment through their own wish?—Yes. I think we point out somewhere in the Statement that it is a little difficult, not so much with the trade unionists as with other women to know whether they are out of employment from their own wish or because they are driven to it.

82471. Of course, this is further complicated by the fact that whether a woman wishes or not to work very often depends on the earnings of her husband?—Yes.

82472. Speaking generally, and taking the textile industries, do women remain on the unions after they marry?—If they go still to the mills, I fancy they do.

82473. Assuming they were to cease from work for a year, would that probably break their connection with the union?—I am afraid I could not answer that. I have not very much personal work in the union.

82474. You have given us some very interesting figures in your Statement. In this case the statistics are in themselves necessarily small?—Yes, they are.

82475. And therefore one has to take with some little caution any conclusion based on such a shallow foundation of individual trades?—Yes. Since this Statement was sent in, we have had a big national conference on the unemployment of women, at which we got a good deal of fresh evidence. It all tends to show, I think, that there is a great deal of unemployment among them.

82476. It seems to me that there is almost a larger proportion of women's work which is seasonal than there is of men's?—Yes, I think that is correct.

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Mrs. J. R. MacDonald. 82477. As long as the employment is seasonal, there always will be these ebbs and flows of unemployment; is that not so?—Yes.

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82478. Do the women try to work in more than one kind of industry in the course of a year, in order to overcome these seasonal conditions?—Yes, some of them do; only in the clothing trades, for instance, it is not very easy to change from one to another so much. We could give instances, I think, of changing from jam to marmalade, and then to pickles, and from ostrich feathers to artificial flowers; and some things like that.

Number of women in factories and other kinds of work.

82479. Should you say that there was a larger and larger proportion of women getting employment in factory work or in work similar to factory work?—I do not think the statistics show that there is much proportional increase lately in the number of women employed in that kind of work.

82480. Relatively to the population, the employment has not much increased, would you say?—I have not got the census statistics with me; Miss Collett has worked that out very carefully.

82481. Do you know at all roughly what conclusion was come to?—As far as I remember, I think female employment has decreased very much in agriculture and somewhat in domestic service; but, on the whole, I think the working-class women have not increased very much. However, I should not like to say definitely without looking it up.

82482. There is a decrease in the numbers employed in domestic service, is there?—I think so; but I never like to quote figures from memory.

82483. That is your impression though?—Yes.

Evidence of Jewish Working Girls' Club as to unemployment.

82484. Passing on to Paragraph 9 of your Statement, I see you there quote the Jewish Working Girls' Club; is that a highly organised institution?—Yes, very well. I think it is really Miss Montagu's work, and I had asked to bring her, because she has so much first-hand knowledge.

82485. Is that work at all connected with the Jewish board of guardians?—No. It is just a working girls' club in Soho. I have here one or two figures up to date from that club if you care to have them.

82486. The figures you give in this paragraph are interesting, I see the club has 375 members, of whom 341 work for wages, about twenty are unemployed now, and during the past year about 200 have been unemployed for periods of from one week to three months?—Just to bring that up to date, Miss Montagu sent me this two or three days ago. "We have about twelve at the unemployment bureau, mostly milliners; were it not for Miss Lewis, who finds work for them from the bureau, there would be many more. One or two are dressmakers. About 100 tailoresses are working two or three days a week." There is so much of that, of course—not only seasonal unemployment for the whole week, but working short time, two or three days a week. There are 100 tailoresses just now working like that out of this club of between 300 and 400 members.

82487. And, of course, fashion comes in very much?—Yes, a good deal, I think, but not so much with tailoresses, I suppose; I mean they learn the new fashions, whatever they may be.

General nature of girls' work in London.

82488. But the broad fact remains that the great mass of girls working in London are engaged in low grade labour?—Yes, that is true of the great mass.

82489. Passing on, it seems rather difficult to suggest any remedy, so long as so many of them are connected with these seasonal trades?—That is so.

82490. In Paragraph 13 there is a statement made, which I do not think is your own, as it commences: "One club reader writes"?—That is so.

Irregularity of work in certain factories.

82491. It is stated there that the girls in almost all cases are required to be at the factory nearly the whole day waiting for work to come in. That is a more skilled industry, is it not, to which your correspondent alludes?—I think it refers to all these trades, book-folding, jam-making and shirt-ironing. I just copied it out as she wrote it.

82492. It would very detrimentally affect the chance of the girls getting employment elsewhere if they were always to be waiting at a factory at which they occasionally got work?—Yes, it would.

82493. It is a repetition of the dock system?—Yes, when they have to be there whether there is work for them: or not.

82494. Is that in your experience, common, or do you think it exceptional in this particular class of work?—I am afraid I have not got enough experience to be able to say whether that is so in the majority of cases or not. She goes on to say that some of these girls "prefer time—work in an unskilled trade to piece-work in a partially skilled one."

82495. (*Sir Samuel Provis.*) In Paragraph 14, I think you really attribute the great cause of unemployment to the seasonal nature of the trades, as you were saying just now?—Yes.

82496. Have you any remedy in your mind for that?—I am afraid the only remedy I have in my mind that is of much value is quite a fresh organisation of industry altogether, making it much less dependent on the individual employer.

82497. Some general re-organisation of labour do you mean?—Yes, rather more responsibility on the part of the community to use all the workers.

82498. Under the existing arrangements, I gather you do not see any way of getting over that difficulty?—No, I cannot see any very practical way, I am afraid.

82499. Another point that you refer to as causing unemployment is the removal of large firms from one place to another. According to Paragraph 16, when a large firm moves from one place to another, they dismiss, in some instances, their existing workwomen?—Yes, they do.

Removal of business causing unemployment.

82500. Do the workmen follow them to the other place to which the firm goes?—I do not think so. In the case of Rabbits which I refer to there, I have only got what is rather hearsay evidence, but it was told us that they had moved to Leicester, and when we inquired at Leicester, we were told they had not moved there at all. I do not know whether they are simply doing the work by machinery and dispensing with the girls. However, I do not think it is the case that they are doing the work by machinery; I think it is simply that they are buying their stuff ready-made instead of making it themselves, but that is rather a second-hand inference. Certainly we cannot trace them at Leicester, although we heard they had removed to Leicester.

82501. At any rate, for some reason or other, there was a diminution of employment in that particular case?—Yes.

82502. Not merely that one set of people were employed instead of another set of people?—Of course, if they buy their goods from other firms, those other firms may be a bit busier, but in that particular neighbourhood, Southwark, a lot of the girls were thrown out of employment.

82503. In Paragraph 18 you say: "One correspondent attributed some of the unemployment to 'the absurd idea that a worker is too old at forty.'" Is that found to be any difficulty? for instance, is there a difficulty in the case of women getting employment in middle life?—Yes, there is a great deal of difficulty, I think.

82504. Does that difficulty increase, do you know?—I have some figures here for Holborn which might bear on that. This is a return of the ages of fifty-nine women who applied to the Holborn Distress Committee between July 1st and yesterday. There were five between twenty and thirty; seventeen between thirty and forty; sixteen between forty and fifty; sixteen between fifty and sixty; and five who were sixty years of age and over. So the great majority of those are oldish women.

82505. Is that a return of persons who are out of employment?—Yes, who applied to the distress committee at Holborn.

82506. Do you think that difficulty is increasing?—I do not think I have got any grounds for saying it is increasing. Might I just add one small cause for unemployment that I heard of this morning, I daresay you have heard of it too. In the Trained Charwomen's Bureau at the Women's Industrial Council they found a great deal more difficulty in obtaining work for the women this Autumn, and a good many came to them who were discharged because the employers did not care to pay the cost of insuring them under the Workmen's Compensation Act.

Effect of Workmen's Compensation Act on employment of charwomen.

82507. That extends to people like charwomen, does it ?
—Yes. That applies also to the older women, and would increase the difficulty in their case. Some of the older women who are coming to us say they have been turned off for that reason. I forgot that when you asked me about the older women.

82508. (*Mr. Loch.*) Can you tell us where you got that information ?—I got it from Miss Potter, the Secretary of the Association of Trained Charwomen which is in connection with the Women's Industrial Council.

82509. It has not been published yet, I think ?—No, I do not think so.

82510. (*Sir Samuel Provis.*) Then coming to the remedies for distress due to unemployment, you say that you do not think there was any special work provided by municipalities for women prior to the Unemployed Workmen Act of 1905; what work could they provide for women ?—The suggestions we make are work-rooms, and so on; but before that Act they had not any particular powers. Now and then they made special efforts for men, but we did not hear of any special efforts being made for women.

82511. And under the Act, the municipalities did not do it; the distress committees did it or the Central Body in London. I thought there you were referring to the ordinary local authorities ?—I think that is an answer to the question that was put to us, is it not ? I have not the list of questions with me.

82512. And I have not got the questions before me either; but you do not know whether there was any special work provided by the local authorities themselves ?—No.

82513. The Memorandum printed at Paragraph 40 showing some suggestions that you make was, I see, issued shortly after the passing of the Act of 1905. It is still being issued, I presume ?—Yes.

82514. One of the suggestions is: "That wherever it is possible for the local authorities to undertake extra work which women can do, e.g., cleaning, upholstery, needlework, etc., this should be provided"; that you mean to be done by the municipalities, I think ?—Just for themselves that is.

82515. But that would not be very much, would it ?—No, it is a tiny little thing.

82516. The work is practically done already, and must be done already so far as it is necessary ?—Yes.

82517. Another point that you refer to is, "That where remunerative work cannot be provided, a small maintenance grant might be given." That would be merely supporting the people who are out of employment, would it not ?—On condition that they were learning something.

82518. You intend that for adults, do you, as well as for young persons ?—Yes, that is what we suggest.

82519. Then that would really be money given for nothing at all ?—I think the idea was, first, the training of some of these women as charwomen, but I think that could be extended a great deal. It would be easier to find employment for them after a little training.

82520. In Paragraph 30, I see you deprecate emigration. As a matter of fact, are there many women who are out of employ, who do emigrate—of course I am excluding those married women who go out with their husbands ?—The emigration societies are very active in getting hold of women and girls. I have not got their figures with me, but their work would be done largely among the young girls.

82521. Sending them out with a view to domestic service, or what sort of employment ?—They did make an effort to send them out to factories, but the Women's Industrial Council inquired from Canada, and rather found that that kind of labour was not wanted in Canada, so they helped to discourage it here. I was in Canada myself last autumn, and I asked some of the people there about it, and they told me that even those girls who had been set out to factory work had drifted into household work often.

82522. Is there a willingness on the part of girls in England to go out to domestic work in the Colonies ?—*Mrs. J. R. MacDonald.* I think they find a good many hundreds who go every year. 5 Nov. 1907.

82523. Is there not a disinclination to go into domestic service in this country ?—Yes, there is a good deal of that here. Yet after all, it is much the biggest employment for women, although there is so much talk about it. Attitude of girls towards domestic service at home and in Canada.

82524. Would it be the case that girls who are unwilling to go into domestic service here would be willing to go into domestic service in the Colonies ?—I think some will.

82525. To what do you attribute that ?—I think it is a question purely of social caste, is it not ? They do not care to go into service here when their friends are in shops and factories.

82526. But that objection would not apply to Canada ?—No; the great mass of women are doing household work out there.

82527. You would propose that the Unemployed Workmen Act should be amended and "that the organisation of provision of work should be nationally organised, and not left only to local bodies" ?—Yes. Desirability of State providing work for unemployed.

82528. Do you mean that the State should provide the work altogether, without the co-operation of the local authorities, or do you mean that the State should provide the funds for local authorities ?—In Paragraph 37 (ii) we speak of the local bodies co-operating.

82529. That is to say, local councils and district councils ?—Yes. We are not very satisfied with the present distress committees, and we think it would be better if they were made committees of the local councils. Suggested alteration of distress committees.

82530. Without the interposition of the guardians, do you mean ?—A distress committee is a committee of the council now, is it not, only that the guardians can appoint some of its members ?—They do not report to the council, I think.

82531. The Act treats them as a committee of the council, but a certain number of the members are appointed by the guardians and a certain number are co-opted ?—There again it has not come much before the electorate, and it is not so much before the public as the proceedings of the education committee, for instance.

82532. What do you think you would gain by making the committee more of a committee of the council ?—We think at present that the distress committees hardly have sufficient importance. Take the one that I am on in Holborn. I do not think the council takes the very slightest interest in it, and there are only two or three of us who ever pay any attention to what is going on.

82533. But you would maintain the distress committee, would you not; you would not give the whole work to a Central Body ?—No; I think you must have local committees as well as Central Body. Need of local committees as well as Central Body.

82534. For what purpose ?—For registering and for finding out the local information. Then, of course, some of the people can be put into employment locally.

82535. You think that it would be too big a job, do you, for the Central Body to do that ?—The people must go somewhere fairly near them to register; they would not go to a central place to register.

82536. The Central Body, of course, might have some place in each borough ?—Yes, but I think it is healthier to sub-divide some of the responsibility.

82537. (*Sir Henry Robinson.*) Has the Women's Industrial Council got branches all over England ?—No. It is really for London only, but for this purpose we made inquiries from other parts of the country too. Women's Industrial Council.

82538. Has it been in operation for many years past ?—Yes, for about thirteen or fourteen years, I think.

82539. I think you said with regard to suggested remedies that you rather consider some re-organisation of industry is desirable ?—Yes.

82540. Can you refer me to any statement or any pamphlet which details any such scheme, written either by your council or by any other body ?—No. When I was speaking then I was not speaking officially on behalf of my council, I am afraid, because that was rather a Socialist suggestion and the council is non-party.

Mrs. J. R. MacDonald. 82541. Nothing then has been issued with regard to these remedies—I mean no particular statement?—We are just publishing a Report of our National Conference, in which a good many of these things were more fully dealt with by the different speakers who took part in the discussions. It was held only last month at the Guildhall.

Questions of women in labour colonies.

82542. Is that Report likely to be published soon?—Yes, very soon; it is in the printer's hands now.

82543. (*Mr. Patten-MacDougall.*) In Paragraph 34 you draw attention to the suggestions in your memorandum, the most important, I suppose, is the suggestion that women should have work set apart for them on the land colonies; how has that suggestion been received?—I think it is rather special colonies or special parts of a colony that we should suggest for the women.

82544. Have those suggestions been before the distress committee in any shape or form?—Mr. Fels made an offer of land at Wye to the Central Unemployed Body, and a committee went down to see it. They had an expert report upon it, but they did not take over the land. I think water was the chief difficulty. They did not do anything in its place.

82545. Have these suggestions been before any of the distress committees who have founded colonies, such as those in Suffolk and other places where the farm colonies are?—I do not know. We have sent round our memorandum as widely as possible, and at the National Conference only last week several of those who came up to it were advocating them.

82546. But no measures have been taken in regard to women in this connection?—No, I have not heard of measures being taken for doing it, except this Report of the Central Unemployed Body, which has not yet come to anything.

82547. How is the laundry work, the mending of the clothes, and the cooking for the workers done, do you know? Is that done by special service brought in for the purpose?—I think it is done by the women who are already there, but I am not quite sure.

82548. Women who are in the service of the colony?—Yes.

82549. It is your suggestion, is it, that the wives and other dependants of those who are there should be taken down to the colonies with the view of doing that work?—Yes, we suggest that; but it would only be a small thing in any case.

82550. (*Mr. Loch.*) To a certain extent do not the men in the colonies do the cooking and so on?—I am afraid I do not know the ins and outs of the working.

Attitude of employers towards Women's Industrial Council.

82551. Are your relations with the employers—such people as Rabbits—friendly, or do they look upon you rather as intrusive inquirers?—The lady who went to inquire at Rabbits was not at all nicely received, but I do not know who it was who received her—whether it was anybody really responsible.

82552. But generally are they friendly?—Generally they are very friendly.

82553. And willing to give you information?—Yes, on the whole they are wonderfully willing.

82554. So you may look upon them rather as co-operators than as entirely antipathetic?—Yes, quite.

82555. Do you think much of that as to future arrangements?—Not for unemployment, I am afraid.

Co-operation of employers in the matter of skilled training of women.

82556. Or for better terms and more continuous employment?—We do find employers very helpful in the question of skilled training. The employers co-operate with us a great deal in that, taking girls from the technical schools, and also taking an interest in the work by sending their apprentices to the trade day schools.

82557. Have you found that co-operating in that way practically you are getting a better bargain made for the women, so that ultimately they will get more continuous work?—Yes, I think so.

82558. So that there is this distinct point of advantage there, that if you can get trained women in conjunction with the employers, that will better the whole employment question?—Yes.

82559. Are the employers ready to train their workers in connection with their own factories and shops, or how do they get them trained?—We are rather pressing forward the training in the London County Council trade schools, and some of the employers send their apprentices for part of the day.

82560. Do they send their own employees there?—Yes.

82561. Is that done to a very large extent?—At present there are only five places where they have these day trade schools.

82562. Are the attendances numerous?—Most of those who attend are girls who have scholarships from the elementary schools. I think there are only three or four of these apprenticeship classes where the apprentices go to learn.

82563. Do you think it is a fact that there are many competitors for these scholarships?—Yes. They are extending the system of these schools very much; it is quite a new thing, but it is growing very fast.

82564. Could one say that these classes were really used almost entirely by the scholarship girls?—In Shore-ditch some of the girls are sent by the St. Luke's charities. Some of the other girls pay for themselves, and some have free places from the London County Council. They are mostly scholarship girls.

82565. Do you think it can be largely extended beyond the circle of scholarship girls?—I do not think it can very largely, but perhaps it might be considerably extended. On the whole the parents expect to have something coming in from the girls, not to have to keep them after they are fourteen.

82566. Do you think the employer will find it to his own interest to send girls for training?—That is what we are trying to make the employers see, and I think they are gradually coming to see it.

82567. If that were generally done, would it not meet a good part of the present difficulty?—Yes, it would meet a good part of it; only I am afraid we find that even these girls with this skill do not get regular work all the year round. They are more likely to get it than the other girls, but of course it does not make the trade any less seasonal.

82568. You do not think, then, that there is a gradual process of more and more skill being acquired, and so the grade of labour is being gradually raised?—I think you must have other things besides.

82569. What would make this side of the work more effective? What are the other things you have in your mind as bearing upon the question of improvement in ability and skill?—The other things I meant are trying to organise industry, so as to make it less seasonal and less of a rush. But that would not bear upon the skill at all.

82570. I do not understand that there is any distinct proposal of yours which would, as it were, control that further question of the seasonability, unless you were really to take over the position of employer and give allowances when work was off?—I am a Socialist, and so I want to have a more collective control of industry. The council itself is not Socialist particularly, so that that does not come into our Statement of evidence.

82571. One wants the best suggestions that lie before us, and I do not see quite how, granted the present conditions, you help us to tackle that seasonal question?—I do not think we do help you to tackle it.

82572. Therefore the reliance is to be placed rather in individual training by the people and in their having greater continuity of work, possibly as a result of their greater skill?—Yes.

82573. Rather in that than in anything else?—And then on the distress committees coming in to supplement that when they are out of work.

82574. Does that not practically mean a sort of perpetual rate in aid of wages?—I do not think the girls would get any less wages when they were busy because they were doing work for someone else when they were not busy.

How far skilled training will meet difficulty of women employment.

82575. Suppose the work lasted for nine months in the year, even if they could put anything by, would it not mean that there would be less inducement to do that for the remainder of the year?—From the evidence we have, I do not think they have very much to put by for their slack time. They seem to get into debt, and get along somehow.

82576. Do you not think it is possible to bring them together in any form of organisation which would have its own unemployed fund?—A few of the trade unions have such a fund, but it is so fearfully difficult to organise women.

82577. Is not the real issue there; that is to say, if you cannot take that step you can do nothing, but if you can take that step, you can do a great deal?—I think that the difficulty of organising women is partly the reason why the distress committees should be specially careful to provide work for them in their slack time.

82578. Would you be content with a system by which work and relief were continuously given year by year, there being nine months' work at their trade and three months' work in what you might call municipal employment?—I should not be at all content with it. I think it would be a stop-gap.

82579. Apart from your own theory on the future development, you see no answer to the problem?—No.

82580. (*Miss Hill.*) In reference to the figures which are given with regard to the number of days or weeks people are out of work, is it to be understood that that was always because there was no work for them, or do the figures include the days when they were away for illness or any other cause than unemployment?—I think our questions very much bore on unemployment, and our correspondents would quite understand that "unemployment" meant when they could not get work. I do not think they would count any days of illness.

82581. Then you do not think the days when they were ill are included in these figures?—They ought not to be, having regard to the nature of our questions, because they all bore on the subject of unemployment through want of work.

82582. Have you any statistics with regard to the proportion of days absent from illness as between men and women in any large works? I have heard that in the Post Office, for instance, the amount of illness is very much larger among the women?—Yes. Those are the only figures I can think of for the minute.

82583. But that is so, is it not?—In the Post Office, I think, it is certainly so. I suppose big employers could give you figures, but I do not remember any just now.

82584. It is possible that a good deal of unemployment may be due to absence through illness; however, you think that does not influence these figures?—No; I do not think it does.

82585. (*Mrs. Bosanquet.*) Does your council ever intervene to try and get better conditions with the employers?—Yes, it does sometimes.

82586. Did you approach Lipton's once?—Yes.

82587. With any success?—I do not think there was much success, but I forget the details just now.

82588. I think you got them to give their employees afternoon tea, did you not?—I think we did, and more washing basins, but I do not think we got the wages made any better, as far as I remember.

82589. Your suggestion for training women on the land is interesting; but would there be any opening for them when they were trained?—We have got a good many people who say there would be in poultry-farming and so on. The great cry is that we get so many eggs and that sort of thing from abroad which we might produce ourselves.

82590. It would mean capital to start with, would it not?—Yes; but not so very much, I think.

82591. Is not one reason for the emigration of women to the Colonies that the wages of domestic servants are so much higher there than here?—Yes, I think so.

82592. And the prospects of marriage are much better?—Yes.

82593. What is your view about the advisability of a minimum living wage to be regulated by the State?—The Women's Industrial Council has not got any official view on that subject. My personal view is that it would not be worth while to start it for those particular people who want it most.

82594. Could you tell us why?—It is specially with regard to the home-workers that I am opposed to it. It is rather a false remedy, because I think you would not get the home-workers to tell you what wages they were receiving, and I think they would look upon an Act with wages boards as an enemy instead of as a friend. In most cases, if employers had to give anything like a living wage to these people, it would pay employers better to take them into the factory and have the work done there, very often by introducing more machinery—at any rate, it would pay them better to get it done in the factory, by whatever means.

82595. I think you were in Australia and New Zealand recently?—Yes.

82596. Did you see the working of the Act there?—Yes. We gave as much time as we could to the working of the Acts in both places.

82597. Is your present opinion founded on your experience there?—It was very much confirmed by it. In New Zealand the Act seems to have quite broken down since we were there, and they are bringing in enormous Amendments which will quite alter it. In Victoria I cannot say that the Wages Boards are not successful; but simply from seeing how it worked in a small place, and the difficulties there, I think that the difficulties here would be so large as not to make it worth trying. That does not apply quite so much, perhaps, to some of these unskilled factory trades, and I do not know whether it might not be of some use in them.

82598. Can you tell us in what way it has broken down in New Zealand?—The thing that brought it to a head was the slaughtermen's strike. The men struck after the award of the court, and then the authorities were brought face to face with sending the men to prison; that did not suit the general public opinion, I think, and so they have had to reconsider the whole thing.

82599. Would that be a question of the minimum wage or of arbitration?—It would be a question of arbitration fixing the wage.

82600. Had you any indication there in the Colonies that the unskilled workers have been thrown out of work by the minimum wage?—No, I do not think so. They have exceptions, I think, in every case. You can have exceptions for the old or infirm workers; they can take a lower wage.

82601. You did not find that when the wage was fixed in, say, shirt-making, women were thrown out of that into, say, cap-making?—No, I do not think we got any evidence of that.

82602. (*Mr. Loch.*) The number of women or the number of men who are put to what you call infirm work or lower grade work is rather large, is it not?—I forget what the proportions are, but I do not think the number is very large.

82603. (*Mrs. Bosanquet.*) Have you ever thought about this question, whether it would be wise to prohibit women with young children from working in industries?—In our last paragraph (39) we very strongly recommend that widows with young children or wives with sick husbands and young children should be provided for from the State funds. You mean, perhaps, married women with their husbands capable of earning? The Council has not drawn up anything about that officially, and personally I do not see that legislation would be much good. I should very much like to stop their working, but I think we must do it rather by public opinion, and very largely by making the men's conditions better.

82604. Suppose married women were prohibited from working, do you think that would lead to any great distress?—It would lead to a good deal at first I think.

82605. It might lead to the men working?—In the long run I think it would; only the men cannot work unless they have got some way of getting the work to do.

Mrs. J. R. MacDonald.

5 Nov. 1907.

Minimum wage.

Working of Wages Boards in New Zealand and Victoria.

Question of prohibition of labour of married women.

Mrs. J. R. MacDonald. 82606. I thought perhaps you would tell us in detail about the experiment of your Council in training unskilled women for household work ; we do not all of us know it ?
 5 Nov. 1907. —We have got this trained charwomen's bureau, which arranges for the women to have a little training in a house where the lady can teach them the sort of things which are necessary for a charwoman to know, just beyond the mere scrubbing. It is rather, perhaps, as day servants than merely as charwomen that we aim at the best of them working. That has been very successful, only, as I have said, this last summer and autumn we have found much more difficulty in obtaining work for the women, and we have found it very difficult to take on new cases. The secretary says that is a good deal owing to the Workmen's Compensation Act.

Women's
Industrial
Council and
training of
charwomen.

82607. What sort of numbers do you deal with ?—I am very sorry that I have not got the numbers with me.

82608. Roughly, hundreds or tens ?—I think it is rather between the two. There are ninety-three regular members of the Association of Trained Charwomen, of whom fifty-one are now on the register, many of the others having obtained permanent work. On a supplementary list there are 232 non-members ; and in addition considerably over 100 well-recommended workers. For these latter work is found when possible.

82609. Did their wages rise after their training ?—We have a standard wage for them that they must receive.

82610. What is the standard wage ?—I ought to have brought the little paper along with me, as it is so confusing to give these things from memory when you have not looked at the documents for a long time. I think it is half-a-crown with meals for a full day, and 3s. 6d. without meals. I will send you the paper, and when I get the proof of my evidence I will put in the exact figures. A full day is ten hours. For a half-day or overtime, 6d. the first hour, and 4d. the succeeding hours. For a week a minimum of 12s. or by arrangement if for a permanency.

82611. In what way do you get the women ; how are they sent to you ?—All sorts of people send them to us—district visitors, the Charity Organisation Society, and all sorts of societies send them.

82612. (*Mr. Loch.*) Are you satisfied that it is a successful move, taken as a whole ?—Yes, we have been very pleased with its success.

Question of
training of
midwives.

82613. (*Miss Hill.*) Has your council considered the question of training midwives ? They will be very much needed when the new Act comes into force, will they not ?—Yes, they will be. We have not taken that question up as a council. We were in favour of the Bill before it came an Act, but we have not taken it up specially, because there are other societies that deal with it.

Possibility
of teaching
trades not
largely
followed in
England.

82614. (*Mr. Gardiner.*) In Paragraph 40 (6) you say "The possibility might also be considered of teaching trades at present not largely followed in England ;" what trades have you in your mind ?—We had some suggestions, but personally I do not know that any of them were very practical.

82615. Would you amplify that a little ?—If we had had anything very practical, I think we should have specified it. Glove-making I remember was one thing that was suggested—kid gloves ; and I think artificial flowers of the better kind is another that we were rather anxious should be more made in England than they are at present.

82616. There is nothing else that occurs to you now ?—No.

Question of
wives of
men sent to
labour
colonies

82617. In reference to Paragraph 36 (ii.) have you any opinion to express as to the policy of the unemployed body in sending the husbands down to places like Holesley Bay and leaving the wives and children to live in London ?—I am a member of the Holborn District Committee, so I have come across the question there a little. I think if the wives are properly visited in London it is quite a good thing.

82618. Do you not think the wives need building-up every bit as much as the men ?—You see they get almost all the wages.

82619. Do they not want change of air and scene and so on ? Are they not more broken-down in a period of unemployment than the men really ?—Yes.

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82620. Is that not an argument for dealing with the men in some other way ?—If you could send them all into the country it would be very nice ; but it would be rather a big undertaking, and it would be more expensive. You would have the trouble of taking the children to school and so on, and then there would be the difficulty of their homes.

82621. So that, looking at it all round, you are satisfied with the present system ?—I think it is the best we can do just now. We do suggest in 36 (ii.) that women who are the wives of men who are likely to be put on to the land afterwards might be sent to the colony and given a little training on farm work at the same time as their husbands.

82622. And also the women who want to emigrate ?—Yes.

82623. But you would confine yourself to those cases ?—Yes, I think those would be the most practical.

82624. (*Dr. Downes.*) Do you know whether there is any existing legislation restricting the employment of women on land in this country ?—There is some very mild Act about agricultural employment, but I think it is only enacting some regulations about their working in gangs.

82625. With reference to Paragraph 38, could you tell us how many trade unions provide benefits for their trade women members ?—No ; I am afraid I have not got that information with me.

82626. Or the rates that are paid by them ?—No. I have got that information at home, but I am afraid I have not brought it with me.

82627. (*Mr. Phelps.*) To follow up a question of Mrs. Bosanquet's, do you find that the competition of married women for employment is becoming stronger ?—I do not think I have found that myself. Opinions vary a good deal about it. I suppose it really varies in different districts, but certainly in connection with unemployment it becomes very much stronger when there is a lot of unemployment amongst the men—temporarily stronger I mean.

82628. Do you find, as was suggested, that a good deal of it is due to growing idleness on the part of the men ?—No, I do not think that is growing at all.

82629. That what you may call parasitism, or living on the earnings of the wives, is on the increase ?—I have got nothing to indicate that there is any more of that now than there was some years ago.

82630. Do you find that a class of wives whose husbands are earning good wages now are willing to go out to work in order to increase their income ?—That varies very much. In Lancashire it is largely a usual thing for the woman to go out even when her husband is in regular work. But in London it is not so common, although some of them take home-work in to make a little pocket money.

82631. You do not think it is on the increase, do you ?—There, again, I forget what the census figures are, but as far as I roughly remember it is the younger workers who are increasing. I have not come across any special increase myself except these temporary cases, when the men have a great deal of unemployment.

82632. With regard to the Workmen's Compensation Act, you say you think that has caused a good many people to be thrown out of employment ; on what ground is that—I did not quite catch ?—It was simply in the one instance that came before me in connection with our untrained charwomen. We find it more difficult to get those women places, and I asked the secretary what she thought people did instead, and she said they either have a young girl or do the work themselves.

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82633. What does the difficulty arise from ? Are the employers afraid that accidents might happen to middle-aged or elderly women ?—Yes, I think so.

82634. Do you find that really acting as a motive ?—Yes. Our secretary told me also that some of those who were already at work were coming to her and saying that they would be dispensed with because the employers did not care to pay the insurance for them.

82635. Have you any cases coming before you of people who, having made claims for compensation for accidents, have been dismissed in consequence?—No, I have not heard of any under this new Act.

82636. Have you heard it at all generally said that people are afraid of making claims for fear that they should lose their places?—I have not heard that myself; I do not know whether we have any information at the council about it.

82637. You say that for the wages of charwomen you have a standard which is 2s. 6d. a day and meals?—Yes.

82638. That is a higher standard than is common in the provinces, I think I may say?—Yes, I think it is.

82639. Why is it that in London you can set a higher standard than you can in the provinces?—I am afraid that a great many people in London pay a good deal below that standard, but we do not allow them to engage the women through us unless they do pay that rate. Then in return they get some guarantee of the woman's character and capacity.

82640. One would think off-hand that the supply of labour of that kind would be larger in London than in an average provincial town, and yet you think you can ask for such a standard as 2s. 6d. and their meals?—I do not know that the proportionate supply of women would be larger in London than it would be in the provincial towns. If the comparison is made with places where there is a great deal of other female labour, of course it would be larger in London.

82641. Have you seen a rise in your own recollection in the rate of payment for charwomen?—I do not think our experiment is large enough to affect the general pay so that one could see it.

82642. With regard to the scholarships that you were speaking about, have you had many instances before you of girls who have taken scholarships from the elementary schools and have gone into industrial training?—Yes. There are these schools which have been started within the last three years by the London County Council; I forget the total number—but I can easily put it in in the proof—of girls who have already received scholarships under that scheme.

As to this the witness subsequently wrote as follows:— 160 (80 each year) with maintenance grants for two years, out of nearly 300 scholars now at these schools.

82643. When they are awarded a scholarship are any conditions as to what calling they should prepare themselves for attached?—They get the scholarship by examination, and they say what school they want to go in for.

82644. Do you know whether they find that a very large proportion of those are preparing to be teachers?—No. What I am speaking of does not apply to teachers at all; it refers to tailoring, dressmaking, waistcoat-making, corset-making, ready-made clothing and upholstery.

82645. Supposing the scholarships were given in that way for the people to prepare themselves for life, do you or do you not find that they are almost monopolised by people who are preparing themselves to be teachers?—No, not at all, because the whole idea of this is that they should go into workshops afterwards.

82646. My experience is that in my own town they were almost all preparing to be teachers?—We have not had that experience so far, but then there is only one lot of girls who have really gone out from these schools, and they have all found work in workshops, except, I think, about one or two cases, where there was some special reason and they had to stay at home.

82647. On the whole, you think it has worked well? Yes, very well.

82648. (*Professor Smart.*) I suppose you would say that unemployment is quite as common a phenomenon among women to-day as among men, with this difference, perhaps, that there are fewer unemployed women from moral causes—principally from drink?—That is very flattering to the women. Perhaps it is so.

82649. Among the difficulties of women's work and wages is there not particularly this—that so many married women, when the husbands are out of work, become competitors with single women?—Yes, that is quite a difficulty. *Mrs. J. R. MacDonald.* 5 Nov. 1907.

82650. That is a perpetual difficulty, is it not?—Yes.

82651. You have mentioned the sewing work-rooms in London; what do you say to the criticism we have the women's had of that movement to this effect, that while the way into the work-room will in time become easy enough, a way out of it still remains to be found?—That is a difficulty, I am afraid, that it will be very hard to get over. At present a good many of the women who have been in for their sixteen weeks are not much better off when they come out, although a few of them have got regular work. Effect of in London. as sewing workrooms in London.

82652. Have you any figures?—No. I was just looking to see if I had. You can get them from Miss Smith, and from the Central Unemployed Body itself.

82653. Has your council considered the large outlet for women which there seems to be in the direction of what are called sewing maids in large households, that is, women who specialise in mending and darning and things of that sort? I understand there is a very large demand for that kind of labour; that the demand is not met at all; and that what women do apply for jobs of that sort are no good at it?—We have sometimes had it before us and thought of getting the County Council to give more special training for that, but at present we have not done anything special in that way. Openings for women in the direction of for women what are called sewing maids in large households, that is, women who specialise in mending and darning and things of that sort? I understand there is a very large demand for that kind of labour; that the demand is not met at all; and that what women do apply for jobs of that sort are no good at it?—We have sometimes had it before us and thought of getting the County Council to give more special training for that, but at present we have not done anything special in that way.

82654. You consider, I think, that a good deal of Advantage of employment could be given quite economically by the prohibition of long hours in the case of shop-assistants, waitresses and so on?—Yes. of long hours of shop assistants, etc.

82655. And you consider that the advocacy of that is perfectly consistent with economic principles, inasmuch as these hours are very unhealthily long?—Yes.

82656. I should wish your council would give some careful thought to Mr. Gardiner's point as to how leaving the women alone in London is thought of by people who have a right to have a view. It seems a serious thing to split up a family for so long a time, and we have heard one or two criticisms on it?—I will ask the council to consider it. Question of wives of men sent to labour colony.

82657. Do you not think it is worth while considering?—Yes.

82658. (*Mr. Lansbury.*) On the last point; is it not true that a number of men have to leave their wives now to go away and take ordinary employment?—It had not struck me as a great difficulty. I think that the regulation is that the money should be taken to the homes, and in Holborn I have tried to insist upon that, in case the woman should be going wrong. I know one woman I visited was not particularly respectable; I do not know whether she was worse than when her husband was at home or not. I think someone ought to visit.

82659. Apart from that I want to know whether it is a fact that men do go away for jobs in other parts of the country and leave their families at home?—Yes, certainly.

82660. So it is not such an unusual thing as some people seem to imagine that a man should have to go away and get work elsewhere than in the town or particular place he is living at?—No. I know lots of men who are like that.

82661. Then about the capital needed, that only means that any work that you do in training women in giving them a fresh start would cost money, whether it is on the land or in any other sort of way; is that not so?—Yes. Cost of training women for poultry farming and other work.

82662. So that that argument does not apply to poultry-farming any more than to anything else you are doing for them?—Except we think poultry-farming would be more remunerative to them in the long run, and it would be bringing in some practical result.

82663. About the men living on their wives; you have been on the Holborn Distress Committee practically since it was formed, have you not?—Yes. Question of men living on their wives' earnings.

Mrs. J. R. MacDonald. 82664. Do you find that that does apply very much—I mean purposely living on their wives—that the man is a lazy, good-for-nothing person, and simply makes his wife go to work instead of going to work himself?—I do not think the total proportion is at all large. In dealing with the applicants before the distress committee we do not consider a woman whose husband ought to be at work, and who is capable of being at work, but is out of work; we only consider the women with husbands if the husbands are incapable.

82665. I only meant did you, in your investigations, come across many of those kinds of cases?—Not many in proportion to the cases where the husband cannot really get enough work.

Attempt of Central Body to settle wives and families at Hollesley Bay. 82666. Then about taking the wives to the labour colonies, you know that the central body has tried to get more cottages at Hollesley Bay, do you not?—Yes.

82667. On purpose to take down the wives of the men whom they hoped would stay in the country, or would emigrate?—I saw those cottages where the people had been permanently settled, and I know you wanted to get more and were not able to.

State maintenance of widows with children. 82668. You would be in favour, would you not, of taking decent widows entirely from the Poor Law?—Yes; we are very strongly in favour of that.

82669. And you are also in favour of the woman being paid for bringing up the children?—Yes, as we say in the Statement. In South Australia they do that already; they call it boarding-out the children with their mothers.

82670. That is to say, instead of bringing in a foster mother they keep the natural relationship of the mother to the children?—Yes.

82671. Always, of course, taking for granted the mother is a decent person?—Yes. There is some sort of visiting, of course, whenever they pay the money; they have inspectors going to see them sometimes.

82672. Do you not think that would lift all those women out of the labour market, and get rid of a number of the women who are competing for the very lowest-priced work that is going just now?—Yes; I am very strong on that. The total proportion of widows is not so very large, but it is quite appreciable, I think. For individual cases, and for the sake of the children, we think it most essential.

Supplementary trades for seasonal workers, and possible effect on wages. 82673. Now as to giving women who are seasonal workers work in the workshops. You were asked just now whether that would not really be a rate in aid of wages, and whether it would not have the effect, perhaps, of bringing down wages. A suggestion has been made to the Commission that it might be possible privately to find other work with the ordinary private employers for women, or for men who are seasonally employed, that is to say, a woman might be a trousers-finisher one portion of the year, and perhaps a card box-maker another portion of the year. If the provision of employment by the State in the sort of way you suggest tended to bring down wages, do you not think that the other arrangement might also tend to bring down wages?—I should have thought there was a good deal more temptation in the other kind, that is, in letting private employers have them when they were slack. At present sometimes private employers take advantage of that sort of thing, and there are instances given of it, I think, not in our Statement, but in a Statement handed in by the Women's Labour League, which I have also had to do with.

82674. So that the effect might be to bring wages down in two industries instead of one?—Yes.

Possibility of trade-unionism in women's seasonal trades. 82675. As to women being able to force wages up through trade unionism in a seasonal trade so that they would earn enough to maintain them when they were not at work, do you think that is practicable?—I am afraid I have come to the conclusion that it is not. You see, marriage comes in so very much with women. I think you have to realise that their conditions are different from men's conditions altogether. The underlying difference is that women have marriage or household work of some kind before them, and you cannot get these girls to trouble much about getting more wages than will just keep them for the time.

82676. (*Mr. Bentham.*) With regard to the payment of widows with children, are you very strong on the authority who should provide the funds? Mr. Lansbury's question was, Did you approve of their being taken out of the Poor Law altogether and provided for otherwise?—My reason for that is that so many of them do not care to go to the Poor Law at present. A good many of the relieving officers, I am afraid, are not as polite to them as they might be, and the same may be said of some of the guardians themselves. Then there is this general pauper taint which the most respectable women dislike very much.

82677. Have you thought out in what way you would provide for them, and through what authority?—I suppose there is likely to be some sort of re-organisation when your Commission has made its recommendations, so I have not thought it worth while to think it out. I think one ought to have some aid from the central authority, and that it should not be altogether on the local rates, because it makes it so very hard on places where there are more poor widows than there are in other places.

82678. Then if its name was changed, and the conditions were somewhat altered under which the relief were given, it would answer the purpose, would it not?—If the relief were sufficient, and if it were not simply doles which compelled the woman to earn more when she had got her hands full really with the care of the children.

82679. I think we quite agree if the conditions of a particular family were the same in both cases—I mean the conditions on which the relief were granted—the authority would not matter much, would it?—No, if you had what is generally known as the pauper taint removed.

82680. (*Mr. Lansbury.*) That is the real *crux*?—Yes, that is the *crux*.

82681. You want to remove the taint of pauperism from that woman and her children; that is it?—Yes.

82682. (*Mr. Loch.*) Do you not think that the acceptance of that will lead to a very large number of widows applying who are not now applying?—I think a great many of them should apply who do not apply now.

82683. It would be a common sentiment with all people earning under a certain wage that they would have a provision made as a matter of course, for their widows?—I think any woman who has got any children to look after ought to look after them, and ought not to be obliged to earn a wage whatever the wage might be.

82684. That would mean practically the endowment of a very large class of people, would it not?—Yes.

82685. And that without inquiry, but by the mere fact of widowhood?—You would have sufficient inquiry, of course, to prove that they were widows, and that the children were not able to look after themselves, and also that the women paid proper attention to the children.

82686. Would that be by the same relief authority?—Yes, or whatever authority had the dispensing of the money.

82687. And you would have no limitation as to past wages, that is to say, as to what the husband earned?—I do not think so. If they had a lot of money saved up they would not be likely to apply.

82688. Therefore, it would tend rather to dissuade people from providing for widowhood than otherwise?—I think that the masses of working men at present cannot save up enough to allow their wives to keep their young children, if unfortunately the men die while the children are still young.

82689. But even if they now do something, the result of this method would be that they would do less, would it not?—Do they really do enough? Do they do much more than cover the funeral?

82690. I only said "something," not "enough." At present, you have, at any rate, the beginnings of a desire to see that they provide for themselves, and there is a great deal of self-sacrifice at times for that object; the proposal that you put before us would make that unnecessary, because they would think they have a right to rely upon this relief being given to their widows, a statutory right, as I understand?—Yes. But I do not myself think that

The proper authority to provide funds for maintenance of widows with children.

Importance of removing taint of pauperism from widows with children.

Justification of principle of state maintenance of widows.

Justification
of principle
of late
maintenance
of widows.

this self-sacrifice exists in large enough amount to make very much difference. Where it does exist, I think if the ordinary working man does save up on the chance of his dying early, it is rather at the expense of what ought to be spent on his wife and children.

82691. That is to say, you think the friendly society method is wrong and that they ought to spend and not save?—On the whole, yes.

82692. (*Mr. Lansbury.*) Of course nearly always the amount that a man can pay in to a friendly society is only enough for his widow to bury him and to properly pay the doctor's bill and the rest of it?—That is what I mean.

82693. (*Mr. Loch.*) Is that so as a fact, that she only gets enough to bury him and to pay the doctor's bill?—I have not got the friendly society statistics at my fingers' ends, but what I was saying was that if a man has young children, he ought to have spent most of his wages on those children.

82694. Irrespective of the amount of his wages?—I think the great mass do not have enough wages to do much more.

82695. Quite true, but you are asking us to accept it as a general rule that in all cases of widowhood the State should keep the widow and the children?—Where the children are young.

82696. Up to what age?—Until they can begin to keep themselves.

82697. Up to sixteen?—Generally they are of different ages; the family is going along.

82698. True, but should you say that the maximum age should be sixteen?—I think most children can hardly keep themselves entirely at sixteen.

82699. Therefore there would be practically all widows with their children who were at all needing help receiving relief until the children had turned sixteen?—I think that as long as they needed their mother's care she should be helped. Of course, a widow with one boy of sixteen would not need to pay so much attention to him, and you might think that she could spend a little time earning.

82700. But the children would be dependent really on the rates, in their turn, up to sixteen?—Yes.

82701. (*Mr. Bentham.*) Would not the number of children affect that?—Yes. I was pointing out that the number would affect it a good deal. At present, if a child loses its father we make it lose its mother too, because she has to do this wage-earning, and very often she really loses her life from overwork. At any rate, the child loses her attention. I do not see why, if it is good for a wife to look after her children when the husband is alive, it is not just as good for her to look after them when the husband is dead.

82702. If she is a widow with only two children and she happens to be living with her own mother, would you say the conditions there are exactly the same as if she were a widow left with four children and no one to assist her in maintaining them?—No.

82703. Should the State as a matter of course say, We will provide for all widows with young children?—I think the mother should be paid as the caretaker of the children and then she would get more money according to the number of small children that she had.

82704. Irrespective of the conditions under which she is living, or the circumstances under which she is living?—I think she would not apply if she was comfortable without.

82705. What I am trying to find is whether you mean an endowment for widowhood irrespective of their circumstances and conditions of life?—No, I do not think I mean irrespective of their circumstances and conditions of life, because I have explained that it depends a good deal on the number of children and whether any of them are earning.

82706. Then that would involve inquiry as to their condition, would it not?—Yes.

82707. And it would have to be laid before some tribunal to decide as to whether they were eligible or not, would it not?—Yes, I think so.

82708. Would not all that become a sort of deterrent? *Mrs. J. R. MacDonald.* Is that not exactly the objection they have to Poor Law methods?—It must be some sort of deterrent, I think; but I think it might be made much less deterrent than it is at present. 5 Nov. 1907.

82709. (*Mr. Lansbury.*) About the amount the man gets from the friendly society, have you any knowledge in respect to that?—I have no knowledge worth giving savings, you, I am afraid.

82710. (*Mr. Nunn.*) Are you aware that besides the amount which is actually provided for death, in many of the big registered orders of friendly societies there are opportunities for saving money which are very largely taken advantage of, and that a man's deposit with his friendly society very often considerably exceeds the amount that he has actually insured himself for at death?—I have not any definite knowledge about the amount.

82711. With regard to paragraph 37 (iii.) I should like to ask you whether what you contemplate is to be a purely official disbursement of funds like the work which is done by a relieving officer at present, or whether you incline to the other method of distribution by means of voluntary officers, such as occurs under the Act of 1905?—I think officials are much more dependable than voluntary workers.

82712. Do you think that a relieving officer paying money to the widow every week is more to be depended upon than a voluntary worker?—Yes.

82713. And you would prefer his influence on the whole?—I should have women relieving officers.

82714. Women relieving officers taking the money weekly?—Yes.

82715. With regard to Paragraph 37 (ii.) you are aware that the distress committees are committees of the borough councils, are you not?—They are not committees in the sense that the Water Committee, for instance, is.

82716. They are committees in the sense that they are statutory committees and it is optional for them to report or not when they like, but in London, at any rate, a considerable number of them do report to the council?—Then my own case at Holborn is a very unfortunate case. The council pays not the least attention to us, and takes no interest in us.

82717. What advantage do you think the attention of the council would be to such a committee?—You want all the local interest you can get, I think.

82718. What further local interest do you want in order that you may help the poor?—I think a public authority ought to have public interest shown in its work.

82719. But the public show their interest in these particular distress committees, do they not, by actually taking part in the work? You get representatives of the local bodies, and certain other persons co-opted in order to show their interest, who are actually doing the work?—Yes.

82720. Do you think it is desirable to have more people to work on the distress committees?—In Holborn, for instance, unless I went, and about one and a half other people, nobody would do anything. We only meet about once a year as a committee.

82721. From the point of view of the population of poor persons, Holborn is quite the smallest part of London, is it not?—Yes, but there is a great deal to be done there. *Holborn Distress Committee.*

82722. Stoke Newington and Holborn are comparatively insignificant in the actual population of poor people, are they not?—There are a good many unemployed there all the same.

82723. The percentages were asked for by the unemployed body?—The unemployed body has beaten us down, and we have sent in a protest again.

82724. That was in competition with the poorer localities, was it not?—That is partly because there is not sufficient interest taken in it, and people do not know. As soon as we got sufficient interest taken in it, we had a tremendous amount of women applying. We have eleven women at work now, and only one man at work.

Mrs. J. R.
MacDonald.
5 Nov. 1907.

Wages paid
to women
relieved by
Central (Un-
employed)
Body.

82725. May I ask what the wages are that the Central Unemployed Body pays to women when employed?—That depends on the number of children they have got. I have the figures here for the St. Pancras workroom if you would like to have them.

82726. If you have not got the average you might give us one or two by way of specimen?—11s., 12s., 16s. 6d., 12s. 4½d., 11s. 6d., 11s., 13s. 6d., 14s. 6d., 10s., 13s. 6d., 17s., 11s. 6d., 6s. 8d., and so on. They have a regular standard which you could easily get.

82727. That sounds like an average of 11s. or 12s. a week?—I have not got with me the regular standard.

82728. Are there any additions to that?—They have their dinner and, I think, tea.

82729. How much is that put at?—I suppose they allow about 6d. for the dinners. They arrange for their dinners.

82730. Sixpence a day?—Yes. The committee arranges for the dinners, and the women do not pay.

82731. What is it worth?—You ought really to get the information about that from the people who are responsible; I should only be able to give a guess.

82732. Do they get anything else besides their wages and their dinners?—Tea, I think—and yet I think they bring their tea—I forget.

82733. Do they get anything for travelling?—They get an allowance for travelling. There, again, you could get the exact amount from the officials.

82734. Does that not sound as if they were paying considerably above what they would get in the ordinary market as charwomen?—These are doing tailoring work.

82735. But anyone can apply, can they not?—Yes, anyone can, though they are not skilled tailoresses at all. I think the wages are quite a good standard compared with the ordinary market rate.

82736. Do you not think they come perilously near to contravening the regulation of the Local Government Board, which says that the wages paid to the unemployed shall be below the market wage?—I think if you compare them with the men's wages, you will find they are exceedingly low; and that for women there is no standard rate. I do not believe they are above the standard set, for instance, by the Women's Industrial Council.

82737. But, of course, the Local Government Board by this regulation simply wish to deter women from leaving ordinary employment in order to get artificial employment?—I do not know of any woman leaving her ordinary employment in order to get this employment.

82738. You have not detected it?—No.

82739. Mr. Loch, I think, dealt with the possibility of trade unionism filling up the gap in the course of time caused by seasonal occupations; in the case of charwomen I suppose most of their employers are persons who employ them in their own households, are they not?—Yes. Some of them are office-cleaners, but the rest would be working for private employers.

82740. The majority would be employed by private employers, would they not?—Yes.

82741. A cause of their seasonal employment is the fact that families are largely out of town in the summer, I suppose?—I do not know that I should say that charing was such a very seasonal employment, because when some families are out of town that is just the time when they might get in a woman. Perhaps they would be employed less then. But I do not think we are mentioning charing so much as a seasonal employment as some of the others. Of course, charing is rather irregular.

82742. But the older women are affected by the exodus of large numbers of families out of town in the summer, are they not?—Yes.

82743. Surely people do not employ the same class of persons who are doing daily charing also to look after their houses when they are out of town? They would employ rather a different class for a responsible charge of that kind, would they not?—A good many of these women are quite responsible. If the employers have a caretaker or a servant living-in, they get a charwoman in to help.

82744. Has it not been your experience that a good many charwomen and daily servants apply, and the cause of their application is that the families have left town?—Yes, I think we have some who apply in that way.

82745. Did you make any effort to get the mistresses of such women to consider whether it was not possible to make some kind of arrangements for their servants—for they are practically servants, of course—whilst they went away?—I have not done the working of the Trained Charwomen's Association myself, but I should quite think that the secretary has. I could not tell you about that. (On this subject the witness subsequently forwarded a letter from the Hon. Sec. of the Association of Trained Charwomen. For letter see Appendix No. XCIV.)

82746. Do you think it is desirable that a mistress should work a woman all the year round with fair regularity and then, because she is having a holiday herself, should just leave the charwoman, whom she has had at a minimum wage, to shift for herself? Is that not a side of the question which the Women's Industrial Council ought to take in hand?—I should be very glad to ask them if they had done that. I am afraid I have not asked about that particular point.

As to this the witness subsequently wrote as follows:— In some cases holidays are paid for, but more usually they come to the Association for Trained Charwomen for holiday jobs.

82747. (Mr. Russell Wakefield.) With regard to Holborn, as a matter of fact, I think you only sent up altogether eighty-one people in the year to the central board?—I have not got my Report with me. This time we shall send on a lot more. We have had fifty-nine women applying since July 1st.

82748. At any rate, that is your past experience. You would not consider Holborn, would you, anything but a rather favoured part of London in regard to this particular matter of unemployment?—We have very much casual work there, with the Covent Garden porters and those sort of people. Women come into that, too, because women do a good deal of work there. I think one of our grievances was that you would not recognise those people on the same plane as painters. You thought that a porter who was out of work for some weeks did not count like a painter who was out of work for some weeks, and you refused some of our people whom we thought eligible. Some of the women do work in the market in some way.

82749. You seem to have a desire for a closer touch between the distress committee and the borough council?—Yes.

82750. Is that in consequence of your appreciation of the high public spirit of the ordinary borough council, as far as you have been able to judge of it?—I think it is more public-spirited than the separate distress committees. I think it is a pity you have little odd bodies like distress committees; I think they ought all to be co-ordinated together more.

82751. Have you sufficient knowledge of your Holborn Borough Council to be able to say whether they viewed with any favour at all the Unemployed Workmen Act in all its operations, when it first came into being?—They have not shown much interest in it. In the distress committee's answers to you we have said that we think the Act, as it is at present, wants a great deal of amending to make it worth anything. You will find that in our official answers.

82752. That is not from the borough council?—No; that is from the distress committee.

82753. That is the opinion of Mrs. Ramsay MacDonald and of one and a half other persons?—No. We had a committee for that—a full committee.

82754. Those who had not taken any active share in the work throughout the year came to that conclusion?—A good many who were there had been to one or two of the *rela* committee meetings throughout the year.

82755. With regard to the employment of charwomen, have you any knowledge as to the effect of the large number of flats as compared with houses that are now in the west of London; whether, I mean, that has not decreased the employment of charwomen?—I think it has rather

Conditions
of employ-
ment among
charwomen.

Condition
of employ-
ment among
charwomen.

Condition
of labour
in Holborn.

Need of
closer touch
between
distress
committee
and borough
council.

Effect of
flats on
charwomen's
work.

increased it, especially in the case of women who are competent to take the place of day servants. We are supplying from the Women's Industrial Council a good many of those flats with women who can do the ordinary work of servants and who only go for the day, or for a part of the day.

82756. The experience we have in some parts of London is rather the other way—that, there being no stairs and things of that kind—servants can do the whole of the work, and the charwoman is no longer wanted to the same extent?—Of course, the stairs are done by somebody, who may be employed by the owner of the whole block.

82757. They generally have their permanent people to do that, I think. On the subject of the minimum wage I think that you have not been able to convert those who agree with you on many other subjects to your view of a minimum wage?—No.

82758. I may put it that you are a little heterodox on that particular subject?—Yes, at present, at any rate.

Mr. GEORGE N. BARNES, M.P., called; and Examined.

82764. (Chairman.) I understand that, in accordance with the request of the Commission, you have come to give evidence on behalf of the Trade Union Congress Parliamentary Committee?—Yes.

82765. I assume we may take the Statement which has been prepared by Mr. W. C. Steadman, the secretary, as representing generally the views of that body?—That is so.

(The Witness handed in the following Statement).

STATEMENT AS TO UNEMPLOYMENT GIVEN ON BEHALF OF THE TRADES UNION CONGRESS PARLIAMENTARY COMMITTEE BY MR. W. C. STEADMAN, SECRETARY.

CAUSES OF UNEMPLOYMENT.

1. We believe that the following are the chief causes of unemployment:—

(a) The absence of the organisation of labour. Goods are produced for profit irrespective of demand, the consequence being that there is, at points, overproduction, which, in turn, leads to confusion and displacement. This evil is intensified by the increased introduction of labour-saving machinery, without adequate reduction of hours of labour or increased remuneration of the workers. Moreover, as an effect of this new machinery, youths at lower rates of wages are substituted for skilled craftsmen, thus decreasing the economic efficiency of labour and, consequently, the area of employment.

(b) The absence of proper training and the consequent helplessness of a large number of the industrial population.

(c) The absence of any attempt to regulate the distribution of work so as to maintain employment at an even level, thereby causing alternate periods of rush and stagnation; coupled with this, the discharge of young men on attaining a certain age.

(d) The long, continued and systematic overtime prevailing in many trades.

(e) The migration of young men from the country into the towns in consequence of the non-cultivation of the land.

EFFECTS OF UNEMPLOYMENT.

2. The principal effects of unemployment on the workman are:—

(a) Loss of spending power, due to poverty.

(b) Physical deterioration.

(c) Moral deterioration.

REMEDIAL PROPOSALS.

3. Inasmuch as unemployment cannot be controlled by the individual workman, and that through the State he has been deprived of the right to provide sustenance for himself other than in the ways indicated by law and order, we believe the obligation rests with the State to provide a remedy to meet the evil. Our suggestions are:—

(a) That under normal conditions the Government be urged to regulate the distribution of work under its jurisdiction, so that the necessity to discharge workmen will be obviated.

82759. Then, in regard to the husbands who refuse to work, you do not encourage the employment of women whose husbands will not, as far as you can gather, work if the work is given to them, that is, you do not give work to the women under those circumstances, or do not recommend them for work, do you?—No.

82760. And obviously the husband himself is not recommended under those circumstances, his character being of such a kind as will keep him outside the purview of the Act?—That is not a matter which has come before the Women's Industrial Council particularly; but, personally, I should have much stronger measures available for dealing with those husbands.

82761. Something of a more penal character?—Yes.

82762. (Sir Samuel Provis.) You have stated that the distress committee only meets about once a year, I think; how is their work done?—We have a *rota* committee which sees the applicants.

82763. How often does that committee meet?—That committee meets about once a week.

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Question of husbands who refuse to work.

Holborn Distress Committee.

Mr. G. N. Barnes, M.P.
5 Nov. 1907.

(b) That the principle of regulating the distribution of work with the object, as stated in Clause (a), be urged by the Government upon all public bodies and recommended to private firms.

(c) That the practice of working overtime be generally discountenanced. Abolition of overtime.

(d) That workmen should be encouraged to join trade unions as a means of increasing their wages, and thereby increasing their effective demand for commodities. Trade unionism.

(e) The State should set up local unemployment authorities to establish registers for the unemployed in their respective areas, such authorities to provide suitable work, as far as is practicable, for those who sign the register. Authorities so formed to be fully representative of the various interests involved. Commissioners should be appointed by the Local Government Board to advise the local unemployment authorities, whose expenses should be paid by the Treasury, the same body to provide means for the payment of the work to be done, under certain conditions. Local unemployment authorities.

(f) There should also be organic changes in the utilisation of land and the incidence of taxation connected therewith. Utilisation and taxation of land.

(g) Some better provision should be made for those advanced in years. With the speeding up of industry it is becoming increasingly difficult for the old to keep up the pace. This provision ought to be made quite apart from the Poor Law. A great deal has already been done in this direction through the agencies of trade unions, of which details will be given. Old-age pensions.

(h) Moneys should not be spent in emigration to distant countries, but rather in migration in our own country. Emigration.

(i) Labour farms and colonies might be used temporarily as training establishments, and men passed on from them to small holdings. Labour Colonies.

82766. (Chairman.) Dealing with the causes of unemployment, in your judgment, I gather, the want of organisation of labour is intensified by the increased introduction of labour-saving machinery?—Under the conditions as stated. Effect of increase of labour saving machinery.

82767. You point out in the Statement that the results of the introduction of machinery often tends to substitute youths for skilled craftsmen?—Yes.

82768. Is it not almost inevitable, and must we not face that contingency, that machinery will not be introduced for the production of goods unless it cheapens production?—Yes.

82769. So, I mean, it is an evil that we must face?—Yes.

82770. That increased use of machinery does in many cases mean association with rather inferior labour?—And cheaper labour, yes; I quite recognise that.

Minimum wage.

Chief causes of unemployment.

Effects of unemployment.

Remedies for unemployment ought to be provided by the State.

Regulations of distribution of work.

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82771. Therefore that is one of the difficulties which we have got to face for the future?—That is so. I may say here, if you will allow me, that women are often employed now to take the place of men on the introduction of machinery such as I have in my mind. Many instances might be given of women who are working on machinery at very much lower rates of wages than were paid to men. That has the same effect as the employment of youths.

Specialisation
in industry.

82772. I suppose I may go a little bit further and say that one of the difficulties connected with the introduction of machinery is that certain forms of production become more and more specialised, and the man who works on one machine for a long time finds it very difficult to find employment elsewhere?—That is so.

82773. I suppose that is a difficulty which comes a good deal under your attention?—A good deal; but I am speaking more from the abstract point of view here. It comes across me sometimes in my own trade, but I know it obtains in other trades as well, to a considerable extent. It is one of the things incidental to our present system of industry, specialisation being part of it, leading, as it does, to cheaper production.

82774. Specialisation, I suppose, speaking generally, is rather on the increase?—No, I should say there has been a halt in that direction in the last few years—at least I fancy so. I think it has become recognised to some extent that specialisation was going a little bit too far, and that people are not now so keen on specialisation as they were. I think it has been recognised that specialisation produces a lower type of man—a less efficient type of man; and that, after all, employers prefer to have a man who can be used for more than one particular operation.

82775. With specialisation all-round handiness disappears?—That is it practically.

Reforms of
education
system
necessary.

82776. Then, passing on to the next sub-head in the Statement, absence of proper training, had you apprenticeship in your mind there?—Partly.

82777. Do you think that the system of national elementary education is practical enough?—Do you mean supplementary to that we have already, or do you mean education of a technical character?

82778. I am asking whether the present system is practical enough, with a view of making those who pass through it efficient afterwards?—No, I do not think it is. I think it ought to be supplemented by technical training, and that there ought to be a larger proportion of people trained to trades than are now trained. I think that part of the difficulty arises through there being a larger proportion of unskilled labourers than there ought to be.

82779. And that evil will be accentuated by the fact that boys in big towns on leaving school can often without any difficulty take up those odd and end jobs?—Yes, and at comparatively high wages—at least at larger wages than they could get as apprentices.

82780. Would your idea be that this better training should be introduced into the present system with the present age limits, or would you rather it took the form of continuation schools if the boy has left the elementary school? I think it might be both. I would favour the raising of the age and the addition of some slight technical education to the ordinary education as we have it now. I would also advocate continuation evening schools.

Importance
of regulating
distribution
of work.

82781. Then we will pass on to your third cause of unemployment, namely, the absence of any attempt to regulate the distribution of work. I suppose you had in your mind there public authorities, rather, had you not, or were you thinking of private employers as well?—We were thinking more particularly of public employment there.

82782. Taking into consideration the fact that at certain periods of the year it is more difficult for people to find employment, you think they should try and regulate what work they have got to control, so as to give greater opportunities during the slack times for people to get work?—That is so.

Evils of
overtime.

82783. Then you are averse to people working overtime?—Yes, for two reasons—because I think it tends to increase competition for employment and because it tends to lower the physique of those who are working.

82784. There is another side, sometimes, to this question of overtime. A firm, or say, a Government dockyard, may have an exceptional strain upon it which they can meet by overtime; on the other hand, if, in order to meet just this temporary strain, they engage people with their families to come and settle, then when the strain is over those persons are without employment?—Yes, that is so.

82785. Woolwich would be rather an extreme case of that kind?—That may take place in towns such as Woolwich, where there is only one employment; but those are exceptional cases, I think.

82786. But admitting that, still you think overtime is bad?—Yes, it is.

82787. Then you speak of the non-cultivation of the land; by that I suppose you mean that more persons should be on the land, or that there should be smaller holdings than at present?—Yes.

The land
question.

82788. I suppose what you would wish is that rural life or rural occupation should be made more attractive?—And more remunerative.

82789. I think we are all agreed as to the facts of unemployment, so now I will pass on to your suggested remedies. I think (a) we have already discussed, and I think I understand what you mean there. Then (b), you would try to get private employers and big firms to recognise the principle of regular employment, I think?—Yes.

Remedies
unemploy-
ment.

82790. (c) I think we have dealt with already?—Yes; (c) is the question of overtime.

82791. Then in (d) you say that workmen should be encouraged to join trade unions as a means of increasing their wages?—Yes.

Trade
unionism.

82792. I think you are the Secretary of the Amalgamated Society of Engineers?—That is so.

82793. The difficulty of the problem that we have got to deal with relates not so much to skilled as to unskilled labour, of course?—Yes.

82794. The class that swells our unemployment is to a very large extent engaged in casual and intermittent work?—Yes.

Possibility
of casual
labourers
joining
trade union

82795. Is that, do you think, an insuperable obstacle to co-operation, or to joining a union?—No, I think not. It increases the difficulty—we all admit that—but it is not an insuperable obstacle, as is proved by the fact that in recent years the class of labour which you have in your mind has been reorganised, to some extent, and its conditions improved thereby. But I should like to say that there is still a very large number of unemployed men in the skilled trades. I have here some tables giving the numbers of unemployed men in the engineering trade right away back from 1851 onwards, and giving the fluctuations year to year. I find that the percentage begins at 1.6 in 1851, and ends at 2.8 last year. The fluctuations have been extreme; for instance, in one year, 1879, which was a very black year in the engineering and allied trades, we had an unemployed of 13.3 per cent.

Unemploy-
ment
sick and
superannu-
ated in
engineering
trade.

82796. Was there a fight then, or a strike then?—There was no fight at all then. I exclude the year when there was a fight, 1897. We had 14.8 that year. There was no fight in 1879; the figure for that year was due simply to depressed trade. So there are a considerable number of unemployed in all industries—but more of course in the unskilled industries.

82797. Take your own trade as an illustration. If the man was sick or ill would he be amongst those unemployed?—No, he would not. I have entirely separate figures here for those. The sick are much about the same in number as are the unemployed. Then there is a further number of what we call the superannuated men; beginning with 120 of them in the year that I mentioned, we came up to 5,300 last year. Many of these men are practically unemployed men. That is, they are superannuated, not because they are not fit to work, but because they cannot keep up the pace.

82798. Do those figures relate to your own union?—Yes, those are our own union's figures. The figures for the other unions are much about the same.

Unemployed, 82799. I suppose even if employment was very plentiful there would always be a small percentage in your union who would not be able to get employment?—Certainly.

82800. What would you put that at—about 1 per cent., or anything of that sort?—We would put it a little higher. We take a little over 1 per cent. as representing men who are simply, at the time of the returns being made, shifting from one employ to another.

82801. There must be, I suppose, a small percentage of people who, even though they are on the books, would not be fit for employment, and might be disqualified by some means?—They might be disqualified because they are getting old; apart from those and the sick, I do not know of any other.

82802. Then on the question of their getting old, I think you had something to do, had you not, with the Workmen's Compensation Act; you were consulted about that?—I was one of a small inter-departmental committee.

82803. The impression, which has not been supported by actual figures, of the witnesses who have come before us is that, though the Act has proved beneficial in many ways, it has tended rather to contract the age at which a man, if he is out of employment, can get into work again; what is your opinion?—I daresay it might have had some small effect in that direction, but I should like to add that I do not believe it has had the slightest effect in decreasing the area of employment. It has simply given the young man a greater advantage than he had hitherto over the old man.

82804. It is also alleged that the Workmen's Compensation Act affords a natural excuse for a man saying, "I am out of employment on account of the Workmen's Compensation Act," and there may be a certain amount of truth in it, or there may be none?—I have no personal knowledge as to that, but it is possible. There is always a proportion of loafers amongst the unemployed who do not want work, and they are always willing to avail themselves of any excuse that offers to explain their being out of work.

82805. To my mind this does seem rather a difficulty. Have the trade unions ever considered whether there can be a sliding scale of wages for men when they have reached a certain age?—Yes, and that is a thing in operation now among the trade unions. For instance, we do not require a man to shift from one town to another after he is fifty years of age, and, putting it generally, we do not require him to get the standard rate of wages—according to the discretion of the committees who may deal with the matter—after about fifty-five years of age.

82806. The contention being this, that an older man in certain trades is probably a less efficient workman, and is more liable to accident, and, what is perhaps the most serious consideration of all, if he gets hurt he does not so readily recover?—So far as the first part of your question is concerned I believe it is not only not true, but the reverse of true.

82807. That is he is not less efficient?—I mean to say that the old man instead of being more liable to accident is, on the whole, less liable to accident than the young man.

82808. Because he is more careful?—Yes. My experience bears that out. I have had many cases, probably numbering some hundreds, through my hands, and I find that the larger proportion of those who get hurt is of young men and not of old men. So far as the latter part of the question is concerned, it is quite true that there is a greater liability for the old man to be permanently injured, if he is injured at all, and that he has not the same chance of recovering.

82809. This is interesting; you say the number of accidents which occur are greater amongst the young men?—Yes.

82810. As regards the gradation of wages, do you think it would be possible to give a further extension than is now in practice, or in force, to persons beyond a certain age working at a lower rate?—No.

82811. You think not?—I think we have gone as far as it is possible to go in that direction, and that any further extension of it would be opposed by trade unionists.

82812. I suppose that the percentage is very small?—*Mr. G. N. Barnes, M.P.* Yes, it is, very. In fact, although we allow men to work under the rate at fifty-five years of age, it is rather the case that the men at fifty-five, or even sixty, do not avail themselves of the opportunity. So strong is the sense of discipline in the trade unions and their sense of loyalty to their fellows, that in most cases a man would rather give up work altogether than accept work at the lower rate. So that instead of trade unions standing in the way of the men accepting lower rates, the opposite is the fact, and the trade unions rather encourage it.

82813. What becomes, say, of a man at fifty-five who will not go on working; how does he support himself?—*Superannuation system in Amalgamated Society of Engineers.* It is a gruesome thing. As a matter of fact we have large numbers of our men from fifty-five to sixty years of age who come on our superannuation list, and take a pension of from 8s. to 10s. per week—the average is about 9s. and they eke out a living somehow or another, some of them getting assistance from their families.

82814. I am getting a little beyond our subject, but this is interesting. Does your union give pensions independent of sick pay?—Yes.

82815. After a certain age?—Yes. We have at the present moment 5,300 on superannuation.

82816. All above the age of sixty-five?—The average age going on superannuation is sixty-two and a quarter years, I think it is, but I am speaking from memory here.

82817. Is your trade a long-lived trade? It is a heavy trade, I suppose?—Yes, it is fairly long-lived, and the age has increased very much.

82818. (*Sir Samuel Provis.*) You have just given us the average age; have you a minimum age?—Yes, fifty-five.

82819. (*Chairman.*) Does the age of fifty-five itself entitle a man to a pension, or must there be a medical report?—He must be physically unfit to earn his living.

82820. The pension is independent of the sick pay, I think you said?—Quite so.

82821. Would a man get double pay if he was sick as well?—No; in that sense it is not independent of it.

82822. (*Mr. Nunn.*) Does he continue to contribute?—He contributes 1d. a week, and more if required, but then that does not, of course, cover the pension. As a matter of fact that is a special levy which has been made for some sixteen or seventeen years, and which has never yet been touched for the pensions. In that sense he pays a special contribution, but not otherwise.

82823. Is he subject to levies?—Yes, he is subject to levies as required.

82824. (*Chairman.*) Now we pass on to (e), which is a more controversial or difficult suggestion. You wish the State to set up local unemployment authorities and to establish registers for the unemployed?—Yes.

82825. That is not so difficult in itself; then you say State that such authorities should provide suitable work for those who sign the register—that you will admit is a very difficult question?—Yes, very.

82826. Would the idea be that they should get permanent work, or that the work should only be as a sort of test to see whether the application is a *bona fide* one?—I should say both. I should say that places should be provided similar to those that have been provided more or less under the Unemployed Act, at Hollesley Bay, for instance, and that provision should be made of a temporary character to pass certain of them through to permanent employment who were fit for it.

82827. That might lead to the State setting up very large establishments for work?—Yes, it might.

82828. What wages should they be paid? Would they have to be paid the standard rate?—The rate which was customary in the district in which they were employed—standard rates, where there were such rates.

82829. I think you will see that that is open to the difficulty and the danger that there would not be much inducement for a certain class of people to get employment outside?—It might be so if there were more permanent employment in those establishments.

Mr. G. N. Barnes, M.P. 82830. Whilst you put this forward you see the difficulties and some of the dangers of it?—Quite. I know the trouble we are in, the hobble we are in, and I want to get out of it.

5 Nov. 1907. 82831. Then in (f) you say that there should be organic changes in the utilisation of land, and in the incidence of taxation; is it the idea that land should be less heavily taxed or more?—More. I have urban land more in my mind there.

Taxation of land. 82832. Unoccupied sites, of course?—Unoccupied and partially occupied sites.

General increase of strain upon workers. 82833. Now we come to (g); the general tendency nowadays, I suppose, is towards the speeding up of machinery?—Yes.

82834. Should you say now that the strain on the individual in various trades is greater than it was before?—Yes, I am sure of it.

82835. Notwithstanding that there has been an improvement in ventilation, for instance?—Notwithstanding the improvements, sanitary and otherwise, I should say the strain is greater on a man while he is at work. Of course, I know that a man lives longer now, but I think that is due to improved conditions outside, and more moderate living, and various other things. I think the strain in the workshop is harder.

82836. And I think we may fairly assume that the strain will not diminish?—I should say the tendency is all the other way.

82837. Therefore, in your judgment, perhaps the age at which people get worn out is, under these conditions, earlier than it used to be?—Yes.

82838. You have no doubt in your mind, have you?—Not the slightest. I know in my own experience, without going any further, that it becomes more difficult for a man to get work when he is getting up to fifty and fifty-five years of age, and that if he happens to get out of work after fifty-five it is practically impossible for him to get back. There are many men who are employed at sixty or sixty-five, or even older, but they are men who have been in certain employments for a long number of years.

82839. You are giving, I suppose, not only your individual opinion, but, I assume, the opinion of trade unions generally?—Yes, you may take that. My own opinion is that a great deal is said on this matter of an exaggerated character—"too old at forty," and so on, I believe is all nonsense. I believe a man at forty has just as much chance of a job as ever he had.

82840. We have had a good deal of evidence in regard to old-age pensions, and various schemes have been put before us. What would be the effect on, say, your union, which gives pensions now; would you continue to give those pensions?—Yes. In the course of time, if the pressure were relieved, possibly we might reduce them. I do not know. We have increased them, as a matter of fact, so that we are more than keeping faith with our members now.

82841. I suppose it would be rather an object of a trade union, if any scheme of old-age pensions was in force, to keep their members in such a condition that they should not from any disqualification lose that pension when they get to the age when they can no longer work?—Yes. In other words, trade unions favour pensions on a universal plan, so that the trade unionist, if he were getting a pension from his union, would still get it. He would get that as the result of his saving.

82842. Putting it rather the other way, assuming there was a disqualification, such as that a man should not be in receipt of poor relief, or whatever the disqualification might be, I assume that the object of the trade union would be to try and keep that member on his legs so that he should not be disqualified?—Yes.

82843. Then Paragraph (h) I think carries its own significance with it. In Paragraph (i) you suggest that labour farms and colonies might be used temporarily as training establishments; I suppose that in the case of the ne'er-do-well or wastrel you would make them to a certain extent penal?—Yes, I should. I may say that the Labour Party has a Bill, one of the features of which is to deal drastically with the man who will not work.

82844. Now take your trade as an illustration. I suppose there is a very large number of unskilled labourers attached to that industry?—Yes.

82845. What sort of proportion would they be now—speaking very roughly? The number varies, of course?—Yes; I should say anything from 30 to 40 per cent.

82846. Not more?—No, not more. I am talking now of those who would be paid at less than the standard rate; they might be 30 or 40 per cent., but not more.

82847. They would be unskilled, I suppose?—They would be more or less unskilled. Of course, with the tendency towards specialisation many of these men are now employed in certain operations which used to be part of the skilled workman's work.

82848. Are there what are called engineering labourers?—Yes, there are. They might form 10 per cent., or a little over perhaps.

82849. (*Mr. Loch.*) Those would be outside the union?—Yes.

82850. (*Chairman.*) They would, I suppose, stand in the same relation to your society that the bricklayer's labourer does to the Bricklayers' Union?—Much about the same.

82851. It has been represented to us strongly that in the big towns, and especially in the large docks, the amount of casual labour is a great difficulty?—That is so.

82852. I suppose that has hardly come before you, as it is not connected with your particular trade?—Unfortunately it is. We have a special section of our men employed as ship-repairers' men. They are employed in all the dock centres in repairs to ships and ships' engines. We find that they are a section which we would much rather be without; they cost us a good deal of money.

82853. Do you call them tradesmen?—Yes, and sometimes they are good tradesmen, but they get demoralised as the result of this work.

82854. Take Liverpool, for instance; the employment there is for half a day, is it not?—I believe it is there.

82855. And not longer?—Yes, but in most cases the day is the minimum for which an engineer is employed.

82856. You find that class of men the least satisfactory?—They are very unsatisfactory. They are employed for short periods of time, and very often work night and day during that time; then they get out of work and get into bad habits.

82857. I suppose as regards technical skill and ability they would be quite up to the standard?—Yes, quite; many of them are the best of workmen.

82858. It is the demoralising conditions found in this casual labour which cause the mischief?—Yes.

82859. Have you made any effort to lengthen the period or to get rid of this class of work?—We have, but unfortunately the conditions with which we have to contend are getting all the time stronger. Then there are certain things that operate against us, as, for instance, the better facilities now for unloading and loading ships, and the shorter time that these ships are in dock. So you see we have to adapt ourselves more or less to those conditions. The tendency is towards more pressure and more lengthened periods of uninterrupted work as applied to these men; sometimes they will work three or four days on end.

82860. It has been represented to us that some of the men rather like this casual employment, because it enables them, so to say, to drop employment without losing it?—That is quite true. There is a certain type of men like that, and I am afraid that the average man, when he gets into it, finds it difficult to get out of it.

82861. I suppose as regards savings and thrift you would put the men who get this intermittent sort of casual labour on a lower scale than the others?—Yes. Then we find that the sick expenditure in respect of these men is larger.

82862. I take it that you would be strongly in favour of anything that tends to decasualise labour?—Yes.

Proportion of unskilled labourers in engineering trade.

Casual labour in engineering trade.

Unsatisfactory character of casual labourers in engineering trade.

Old-age pensions.

Necessity of a penal colony for men who will not work.

Desirability of decasualising labour.

82863. Is there anything else you would like to add?—No, I do not know that there is. I should like to put these figures in so that they may be on the record. These tables show the fluctuations of unemployed, and also the men on superannuation, and on various other benefits, for fifty-five years. (See Appendix No. XCV. (A)).

82864. Would you mind putting in your rules about the pension and so on?—I will send those on, if desired. (See Appendix No. XCV. (B)).

82865. (Mr. Nunn.) Have you any return of the amount of pensions given by the various unions?—No, I have only returns from our own union. I have not the detailed information about the others.

82866. We have not received them from any other source, and I wondered if you could provide them?—It would have been an easy matter for me to provide them, and I would have done so if I had known. I could give you the amount for the last year covering the engineering group of trades, if it is of any assistance to you. The amount spent last year by the Amalgamated Society of Engineers, Boilermakers and Shipwrights' Society, and the Ironfounders was £174,142. That is covering a total membership of 195,191. That is for last year only. I think you may take it that the average proportion comes out at about from 4 to 5 per cent. of the whole of the trade unions on pensions, and I should say that as regards one-half of that number, or possibly a little more than one-half of that number, those men would be quite able to work if they could get work.

82867. With regard to out-of-work benefits, certain unions have out-of-work benefits and certain unions have not?—Yes.

82868. Have you ever considered what has led to certain unions having out-of-work benefits and others not?—I think, generally speaking, the better paid workmen have out-of-work benefit, and the unions of unskilled labourers have not out-of-work benefits simply because it would have required such a large contribution as would have militated against their making members.

82869. You think it arises from the question of the actual amount of wages the members are receiving?—I think so.

82870. Building trades have very few out-of-work benefits?—The building trade generally does not pay it. There is another factor enters in there, that is the uncertainty owing to the seasonal trade.

82871. You think that is a factor?—Yes, a slight factor.

82872. That makes it all the more important for them, does it not?—Certainly.

82873. (Chairman.) The more seasonal the trade the less would be the insurance, would it not?—I think so far as the trade union is concerned. So far as that leads to unemployed benefits not being paid, I think it is due to the feeling that the responsibility is too great for a voluntary organisation.

82874. That is to say, the more urgent the need for unemployment benefit the conditions surrounding the union make it more difficult to provide it?—Yes.

82875. (Mr. Nunn.) You make no positive suggestions with regard to the Poor Law in your Statement?—No.

82876. Do you think it is past repair?—As a matter of fact I declined to give evidence when I was asked to come here first because the magnitude of the task you gentlemen have undertaken appalled me. I could not take it on.

82877. With regard to (e). The State should set up local unemployment authorities to establish registers for the unemployed in their respective areas, such authorities to provide suitable work, as far as practicable, for those who sign the register. That was the object of the Act of 1905, was it not?—I should say so. But it has been very imperfectly carried out, we say.

82878. To what do you ascribe its failure?—I should say mainly because the powers given are not sufficient to cope with the difficulty.

82879. You mean the money provided was not sufficient?—There is no money that can be provided for wages. Then I think any Unemployed Act of that character, which simply deals with machinery, ought to be backed up by other legislation making organic changes with regard to the cultivation of land. I mean to say provision should be made for small holdings, and readier access to the land generally.

82880. You think the Act merely provided temporary relief for too small a number of persons, whereas if it had been tacked on to some kind of Land Bill an outlet would have been given for men who came under the Act?—That is so.

82881. You are aware, however, that a great part of the difficulty of the Act was not so much to find the money as to find the actual work for the men?—Quite so. That is the difficulty with all Unemployed Acts, I should say, because they necessarily only deal with what might be called primary employment.

82882. That again leads you back to the land as an outlet?—Very largely. Not in the ordinary acceptance of the word. I should say a good deal might be done in the way of afforestation schemes, and other schemes of a national character.

82883. Why should not money be spent on emigration to distant countries?—I should say the main reason against that is that we have plenty of land here. I believe there are about 20,000,000 acres of bog land, and similar land unused.

82884. We have plenty of very rich land in the colonies under happier climatic conditions?—I do not know about the happier climatic conditions. I have been in pretty nearly all the colonies, and I cannot find any happier climatic conditions than at home; some are a good deal worse.

82885. Not in Canada?—No.

82886. At any rate you would not regard migration as a possible outlet until some alteration had been made in the land laws, would you?—I should not at all object to migration.

82887. At present you regard the opportunities for working on the land as insufficient owing to our present land system?—That is so.

82888. Are these labour farms and colonies to be independent of the Poor Law?—I should say they should. They should form part of a scheme of employment under a separate Department entirely. I should prefer that.

82889. Under a Central State Department?—Yes.

82890. With small locally appointed committees?—With committees appointed by the various local authorities, and these local authorities taking unemployment, or the question of unemployment generally, as one of their ordinary functions.

82891. You said you thought there was a larger proportion of unskilled labourers than there ought to be?—Yes.

82892. Then there is a demand for more men in the labour market?—That is so at times.

82893. Would you limit the supply of unskilled labour?—So far as that particular point is concerned, I simply express the opinion that there should be more mechanics and less labourers; that in itself I think would tend to increase employment, because there are large numbers of men who are unemployed now because they have no special knowledge and no special skill.

82894. You mean that there is a demand in the labour market at the present day in England for more skilled workmen than can be found?—In some industries at particular times that is so. During the last few years we ourselves have found considerable difficulty in getting men. Just let me go over the figures. In 1900 there were only 1,785 men unemployed in the whole of our 100,000 membership. At that time we could have employed many more men. This figure scarcely represents the unemployed.

82895. How do you think it was they were not absorbed?—Because these were not in the right place, or they were registered as unemployed when, as a matter of fact, they were simply changing over from one employment to another. And some of them were bordering on superannuation age.

Mr. G. N. Barnes, M.P.
5 Nov. 1907.
Causes of failure of Unemployed Workmen Act.

Objections to emigration.

Proper authority to manage labour colonies.

Surplus of unskilled labour.

Demand and supply of skilled labour.

Mr. G. N.
Barnes, M.P.
5 Nov. 1907.

Wages in
engineering
trade.

Subscriptions
and benefits
in Amalga-
mated
Society of
Engineers.

Friendly
society
insurance.

82896. Was it simply a matter of the payment of their expenses of migration?—There are many of these men who were at places where the demand was satisfied, but on the other hand there were places where we could not supply men quick enough to get the work done; therefore I think that these figures show that so far as mechanics are concerned, when trade is at its best all men are absorbed, but when trade is at its best the mass of unskilled labour is never absorbed; there are always too many of those.

82897. (Chairman.) Is there any difference in the standard wage received by engineers in a year when employment is plentiful and in a year which is indifferent?—Yes, wages vary a little, but on the whole not so much as in other industries. Taking the whole shipbuilding areas of the country, the wage is now 36s. per week (it is a little higher at Belfast) and it has remained at that figure for ten years. There has been no fluctuation at all except a slight reduction which was soon restored.

82898. I suppose shipbuilding is one of the most fluctuating trades?—Yes, I should say it is. It fluctuates more than the other branches of the engineering trade; but, notwithstanding that, the wages have remained just the same.

82899. (Mr. Nunn.) You do not include the actual drivers of engines, either stationary or locomotive, in your Society?—No.

82900. Otherwise, of course, the subsidiary unskilled labour would be very much greater than 40 per cent.?—Yes.

82901. (Mr. Lansbury.) What amount of subscription do your members pay to enable them to get out-of-work pay?—We have no separate contributions for out-of-work pay in contradistinction to other pay, but the total contributions of our men will average 1s. 9d. per week.

82902. Is that inclusive of levies?—That includes levies. They pay a permanent subscription of 1s. 6d. together with that 1d. for the superannuation that I mentioned some time ago, making 1s. 7d. Then I put 2d. on for levies. That is rather understated if anything, I should say it comes to a little more than that, about 1s. 9½d. to be strictly accurate.

82903. What will they get for it when they are out of work, for instance?—They get 10s. per week.

82904. And for sickness?—The same.

82905. And for death?—£12 at death.

82906. And superannuation?—It varies from 7s. up to 10s. according to the membership. Twenty-five years' membership entitles them to 7s. and forty years' membership to 10s.

82907. (Mr. Nunn.) Is there any compensation if they lose their post in a dispute?—If they lose their membership, do you mean?

82908. No, lose their situation in a dispute?—Yes, they get this out-of-work pay just the same as if they were out of work through normal causes.

82909. Do they get anything special?—Yes, 5s. in addition; that is 15s. a week, and then they get another 5s. through a Federation to which we are affiliated, so that when a man is in dispute he gets £1 a week as a minimum. He gets a little more, as a matter of fact, because in special cases we make grants to him according to the size of his family and so on.

82910. (Mr. Lansbury.) Could you tell me what is the average amount that a man's widow will get from an ordinary friendly society. When he is dead your society pays £12. The premier friendly society I suppose is the Hearts of Oak?—I believe they pay the highest amount that I know of. They pay £18. I think that is above the average. I should say the average would be about perhaps from £12 to £14.

82911. Still take it at the top, for the man who was thrifty enough and industrious enough, and all the rest of it, to belong to the engineers and to belong to the Hearts of Oak, the total amount that his widow would receive would be £30, by his insurance?—Yes, that is quite an outside figure.

82912. So that for the fairly well-to-do workman, the better paid workman, it is practically impossible for him to provide for the maintenance of his young children if he happens to catch diphtheria or smallpox, or any other ill, and dies?—I believe for the great mass of the people it is quite impossible. I should say that speaking generally economic pressure tends to level wages down to subsistence.

82913. Now about the Compensation Act. You do not really think that does very much mischief from the point of view of clearing men out, do you?—No, I think all it does is to intensify the difficulty of the old men. Effects of Workmen's Compensation Act.

82914. That difficulty is always there with the speeding up of machinery?—Certainly. The Compensation Act may have contributed to it a little, that is all.

82915. Still speaking for organised labour, they definitely wanted that Act and they still want it?—Certainly.

82916. Supposing there was an Act to give old age pensions, do you think that would militate against your trade unions and men coming into your trade unions?—I do not think so. It might have a little effect, I could not say; but at all events we as trade unionists are not disposed to attach any importance to that at all. Possible effects of old-age pensions trade unionists.

82917. You are willing to risk that?—Certainly.

82918. Although all of you are very keen trade unionists, you want to preserve your trade unions, you are willing to take that risk?—Certainly. I should like to supplement that answer by saying that in my opinion a young man by joining a trade union has no regard to his old-age pension at all: he does not care two-pence about it; he never thinks of it. He joins to make the conditions of the workmen better.

82919. Since you have sent in your statement, the Labour Party have prepared a Bill which rather amplifies your Paragraph 3 (e)?—Yes. Labour Party's Bill in reference to unemployment.

82920. I do not want that this Commission shall be considering the question of unemployment, and not have before it the proposals of the Labour Party in reference to the matter; perhaps you would kindly put in the Bill itself, but at the moment perhaps I may ask what are the main provisions of the Bill. Will you briefly tell the Commission what are the leading principles of the Bill?—The Bill* is rather a long thing to read but the main features of the Bill are these: It would make the question of unemployment one of the questions ordinarily dealt with by local authorities; it would enable those local authorities to set up unemployed committees in every county borough and county town of a population of 20,000 or over; it would give them authority to open registers with a view of registering the number of unemployed, and make that registration compulsory; then at the other end it would set up what is practically a separate Department of State to co-operate with the various local unemployed authorities with a view of providing work for those who were unemployed—the schemes to be paid for by the central authority if they were of such a character as might be called national, such as afforestation, reclamation of bog land, foreshore, and things of that sort, and to be paid for locally if the work was of such a character as might be described as local. There are a great many details about the Bill which perhaps you may ascertain by questions, but those are the main features of the Bill.

82921. It is really that the duty is put upon the local authority to find out what unemployment exists in their particular district. In that connection is there anything in the Bill for the establishment of labour exchanges?—No.

82922. Is there a provision in the Bill to pay for men going from one town to another for work?—Yes.

82923. And to provide them with maintenance on the road?—That is so.

82924. You also provide, do you not, that where work cannot at the moment be found, maintenance should be paid?—That is so.

82925. You propose to set up Commissioners who will co-ordinate the work of the local authorities?—Yes.

82926. This will really be a central authority?—That is so.

* House of Commons Bill 273, 1907.

Labour
Party's Bill
inference
to employ-
ment.

82927. You stated in answer to a question that there was a difficulty about landlords. At present there is a large amount of Crown land, and lands under the Woods and Forests Department in England; would you be in favour of the Commissioners you propose to set up having control of such lands?—I should say so. I should say the Commissioners should be employed as a central authority in whose hands all these Crown lands, and other latent means of employment, should be put generally.

82928. We very often hear it stated that there is a good deal of work here to be done on the main roads because of the new means of locomotion there are. Would your Commissioners have power to improve the main highways of the country, and either charge the cost to the local authority, or, where it could be called a national improvement, pay for it out of the Exchequer?—The Bill does not provide for such a contingency. If you ask me my own opinion I should quite agree that that should be so.

Penal
colonies
should not
hinder
the police.

82929. Other members will probably want to ask you about the Bill, but I think you have described it at any rate far enough for me. About the penal colonies, is it contemplated in your Bill that the colony for the gentlemen who will not work is to be under the police authority or under the same authority?—Under the unemployed authority, not the police authority.

82930. You are not in favour of the police coming into this matter at all?—Not at all, although action is to be taken of course, through the ordinary summary jurisdiction.

82931. To get the man committed properly?—Yes.

82932. But the treatment the men would receive in the colony would not be the sort of treatment that we understand by penal treatment, would it?—No, I should say it would be simply the compulsion applied to him to work.

Effect of
large un-
employment
unwilling-
ness of men
to work.

82933. You have had a good deal of experience of workmen; do you think there is a very considerable number, an appreciable number, of people who really, if given an opportunity under healthy conditions, will not work?—No, I think the proportion is a very small one, but that our present conditions of allowing men to drift into long periods of unemployment, tend to increase the proportion.

82934. That is a big argument for the proposals which you make in your Bill?—Certainly.

82935. That it is to arrest the degeneration of men?—Certainly.

82936. To prevent them sinking lower?—Yes, to prevent them falling down.

Numbers of
still
masters in
engineering
trade.

82937. (Mr. Bentham.) With regard to your own society, are there not a large number of members who are masters?—No, a very small number. I do not think it would be 1 per cent., or perhaps 1 per cent.

82938. Has that been a decreasing quantity?—Yes, it has been a decreasing quantity simply for the reason that the engineering industry tends to be conducted on larger lines, just the same as other industries. That is the reason, I think. For instance, in my own time there used to be a good many small shops, but the small shop tends to disappear.

82939. Did the strike make a good many secessions? Were there a good many secessions of small masters at the time of the strike?—Do you mean the strike of 1897?

82940. Yes?—I should say there would be.

Apprentice-
ship in
engineering
trade.

82941. With regard to apprentices, is there any restriction of apprentices?—Practically none. We never have had any. We have never had any in our rules. If there are a large number of apprentices in any particular shop, which number is obviously above the number generally current in the trade, then we should object, but we have never had any regular restriction of apprentices.

82942. Would you say there are many boys employed in engineering works who never have a chance of learning the trade, who are made into labourers?—There are a good many now, more than used to be employed. There is a tendency to employ boys to work automatic and semi-automatic machines, and girls now as well, and those boys very often are put out at about eighteen, nineteen or twenty years of age.

82943. Side by side with that, would there be less necessity for apprentices to learn the engineering trade generally, because of the introduction of machinery?—No; I should say the skilled men require even more skill now than they did, because of the finer work and more intricate machinery. So far as they are concerned, side by side with automatic machinery there has come about more intricate and highly complicated machinery.

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Apprentice-
ship in
engineering
trade.

82944. Would you like to see a return to the old apprenticeship system of indenture?—As a matter of fact we have indentures to a large extent still in the trade.

82945. It is diminishing, is it not?—No, I think during the last few years it has been on the increase again. It did diminish right up to, say, five years ago, but since then I think it is rather increasing a little.

82946. To what do you attribute that increase?—Only to a more enlightened public opinion. I think, during the last few years there has been a generally improved public opinion with regard to these matters.

82947. Have you ever thought of any system of technical training which should be given at certain hours of the day for apprentices instead of the evening continuation classes?—We have encouraged that to be done wherever opportunity has presented itself, and we have always given publicity to the fact of employers having given these facilities and encouraged others to do likewise. The Great Western Railway Company, for instance, give the time to the apprentices for that during the day, and Hawthorn, Leslie's of Newcastle, do the same, and a few more firms. Of course, we should greatly prefer that to the evening continuation schools.

82948. You recommend the establishment of registers for the unemployed. Do you mean by that with the object of finding work only, and not with the object of making labour more mobile; not so much with the object of labour exchange as with the object of finding work for them?—I advocate registration as part of a scheme of employment, otherwise I would not care whether there was registration or not. It seems to me that the trades unions provide a complete scheme of registration now. So far as they are concerned, nothing more is wanted, so that I think registration should be regarded as a part of an unemployment scheme.

Registration
as part of
a scheme of
employment.

82949. Even under your system you find that you have at times a surplus of labour in one locality with a dearth of labour in another locality. Does not that obtain with regard to the unskilled workers?—I should say not. I should say in every place, without exception, there is always more unskilled labour than there is demand for it.

Universal
surplus
of unskilled
labour.

82950. But it fluctuates, does it not, according to the works that may be in operation in different localities?—Yes, it would vary.

82951. Would you not consider it an essential part of any State organisation of labour to have labour exchanges?—I should like to know what you mean by labour exchanges first.

Uselessness
of labour
exchanges.]

82952. I mean a centre in given localities, where necessary, where a person who is unemployed would be able to put down his name with the object of ascertaining where work of the kind that he can perform is to be obtained, and not with a view of having the work provided for him, but of knowing where work is to be found for himself?—No; I do not think that that would be of any service whatever. For my part I should attach no importance to it; it might be done or not done, I do not think any good would result.]

82953. Are you familiar with the labour exchanges on the Continent?—I have made some inquiries about them, and I have made some inquiry about the possible effects of labour exchanges here when they were formed in London, and I have never favoured them. I can see no good likely to result from them.

82954. What you would like to see would be men who required employment and could not find it for themselves do it through their union, and that all men should belong to the union?—As part of the remedy to be employed yes, but not as a complete remedy. As a complete remedy, so far as we can see at present, I believe in this Bill of the Labour Party.

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82955. Is the Trade Union Congress, as a congress, against the introduction of labour exchanges of that character?—I really could not say. I do not think the matter has been discussed, I am not aware of it.

82956. Is that why it is not mentioned in your statement?—I think my statement has been drawn up to give you positive proposals rather than simply deal with things in which we do not believe. Possibly it was discussed at the time, I really could not say. I think I dictated this paper, and possibly the matter of labour exchanges was discussed, although I could not commit myself to that. It would not be mentioned, simply because we thought it had no bearing upon the question at all.

82957. With the introduction of work for the unemployed, would you suggest that trade union members should sign those registers?—Yes.

82958. Just like anyone else?—Yes.

82959. And that it should become the duty of the public authority to provide suitable work, I think you put it?—As far as practicable. We quite realise the difficulty there.

82960. Have you considered what effect that would have upon the members of trade unions? If work is to be found for them by the public authority, there would not be much inducement for them to be members of trade unions?—I do not know that we have ever considered the matter in the light in which you have just put it, but we consider, at all events, that the problem of unemployment is of such serious importance, and the importance of getting work provided for men who are now unemployed is so great a thing, that we are quite willing to take all the risks incidental to it.

82961. The consideration which you have for the unskilled worker outweighs all the advantages which men gain through being members of a trade union. Is that the way you put it?—No; we believe that if work was provided for the unskilled workmen that that would permeate to all other classes of workmen and that skilled workmen would be better off as well as the unskilled workers.

82962. You will admit, will you not, that that will reduce the necessity for their insuring against unemployment through your society as well as any other similar society?—Certainly, so far as the period of unemployment was concerned that would be more or less done away with, and there would be less incentive to the men to join the union, but that is only one reason why a man joins a trade union.

82963. What should you consider the greatest motive that induces a man to join a union is it the benefits received or the higher rate of wages from association with his fellows?—It is the higher rate of wages that he believes he will get by joining the trade union. That is one thing, but there are many things. So far as material things connected with the union perhaps that is the most important element; but there are the feelings of fellow-feeling in the workshop which induce men to come together, apart altogether from material benefits, but it has a large bearing upon the question of inducing the men to join.

82964. You think that with the gradual abolition of these benefits, and the transference of the exigencies of unemployment to the State that the men will continue to join trade unions for the advantages of higher rates of wages, and other things?—I think they probably would.

82965. Do you think that will be the end of trade unions, that all benefits will pass and be transferred to the State?—I am no prophet; I could not say. At all events that is not one of the things that concerns me, and I do not think need concern anybody in my day or generation.

82966. Would you like to see it?—There are many things I would like to see in the abstract, I would not mind seeing trade unions abolished altogether if the need for them were gone.

82967. (*Professor Smart.*) May I ask who are the members of the Trade Union Congress Parliamentary Committee?—I have not a list of them here. Mr. Steadman is secretary and there are fourteen members, all of whom are officials of trade unions. They include such men as Mr. Wilkie of the Shipwrights, Mr. Cummings of the Boilermakers and the secretaries of most of the large trade unions.

82968. Is this a statement of the majority, or a quite unanimous statement?—This statement was drawn up by myself and the secretary and submitted to a full committee meeting a week or two afterwards.

82969. Therefore it represents the whole committee?—Certainly.

82970. With regard to Paragraph 1 (a) I should like to know what you mean by "those who produced for profit and irrespective of demand." I may be a little dense, but I do not see how profit is likely to be obtained irrespective of demand?—Goods are produced for profit. The idea that we had in our mind was that demand for commodities in the sense of the actual want of them was a very small factor in the situation, and that they were not produced unless there was profit for the production of them. I mean to say, to take a concrete example, that boots and shoes are produced now in quantities only so far as there is an effective demand for them, not in so far as it is necessary to make boots and shoes for all that need them. That is the sense in which we meant that to apply.

82971. Are you not rather complaining that goods are made in anticipation of demand?—If you like to put it in that way, yes.

82972. Do you mean that the anticipation is not always correct?—You might compare this with the co-operative system of production for an ascertained demand.

82973. Even that is not quite true, is it?—It is more true than the ordinary market: at all events you have a certain membership in the co-operative formation, and you produce for all the members, so that you can more accurately gauge the probable demand of the membership than the ordinary producer in the market can gauge the demand for his goods. In that sense it is true.

82974. The vast majority of retail articles of themselves are made in anticipation of the demand?—Yes.

82975. Even fish are caught in anticipation of the demand, and not to order?—Yes, in that sense.

82976. Is not the introduction of machinery, as a rule, attended by reduction of cost, and reduction of cost attended by lower prices; if so, surely every man, as a consumer, gets the advantage of machinery, and are not the consumers the larger class? I mean to say should the employee, who is one class of the producers, benefit by the improvement of the machinery in his own particular industry instead of the whole community?—That is perfectly true, but at points there arises confusion owing to this increased production; that is all we commit ourselves to there.

82977. The introduction of machinery as a rule means cheaper goods, and cheaper goods generally spread themselves over the community?—Generally after a time that is so.

82978. You cannot have it all ways: you might have the effect of machinery in the way of raising wages, or in the way of cheaper goods?—All that we commit ourselves to here is this, that at a particular time, and in regard to a particular class of commodities there is a reduction of the men employed in consequence of improved methods of production. Those men are put off; no amount of reduced prices or general benefit to the community will affect those men, and they being unemployed, their unemployment in turn communicates itself to other sections of the community and causes dislocation. That is all.

82979. I do not gather that from the statement. Is it true that the introduction of machinery is not followed by shorter hours and higher wages? You say it is not so followed in the case of the workers displaced, but is not it followed as regards other people in the industry?—I should say the introduction of machinery and improved methods have no relation at all to reduced hours of labour.

Possible
effect of
public
provision
of work
upon trade
unionism.

Question of
demand
production of
commodities.

Effects of
introduction
of machinery
as regards
consumers
and producers.

82980. Do you know anything about the printing trade?—I know a little; I am a director of a printing society which employs 200 or 300 men.

82981. I was told in one case I investigated that the introduction of the linotype, for example, as regards the operators, has reduced the working time of the operators from forty-eight hours to forty-two hours, and that it is unusual that more than thirty-six or thirty-eight hours are worked, but at the same time the wages have risen?—The fact of the hours being reduced concurrently with the operation of the linotype is one thing, but as to cause and effect that is quite another thing. I do not believe the introduction of the linotype has anything to do with the forty-two hours; it is the strength of the trade union and the efficiency of the men to improve their condition that has determined the forty-two hours, not the linotype—at least that is my opinion.

82982. What do you mean by increasing the economic efficiency of labour?—I notice that that is perhaps a wrong phrase. I mean to say it decreases their demand for commodities.

82983. You throw out the skilled labourer, and the unskilled labourer gets lower wages?—Yes, and decreases the economic efficiency in the sense of spending capacity.

82984. I think one gets rather the impression that you believe that machinery is curtailing the total amount of employment of your men: may I ask if you believe that?—Only by virtue of the fact that it leads to confusion and dislocation. In that sense I believe it does. I do not think it has any bearing on the question of employment otherwise. If things could be arranged so that demand and supply could be made to dovetail and fit one another concurrently with the introduction of machinery, I should say that machinery would tend rather to increase employment by increasing production.

82985. Is not your statement a little vague on that matter?—It may be.

Initiation
of appren-
tices by
the unions.

82986. With regard to the absence of proper training, was it not the case that in many trades it was the trade unions who limited the number of apprentices and so shut off the training?—I believe that is quite true. I have always opposed that, and sometimes come in contact with my fellow-workmen as a consequence. I believe that was absolutely wrong.

82987. You are aware that Mr. and Mrs. Sidney Webb, for example, in the book which has been called "The Bible of Trade Unionism" altogether opposed apprenticeship?—Yes.

Ports of
employers
spread
work.

82988. You talk of the absence of any attempt to regulate work so as to maintain employment at an even level. Is that not really the effort of employers generally; is it not the case, for example, in the textile trades that employers do all they can to spread the demand over periods, and that in dull times they make for stock?—I believe a great deal is done in that way.

82989. That is not done so much in the trades with which you are acquainted?—I meant this to apply more to the Government than to private employers. I freely admit that a great deal of that sort of thing is done by employers, I have known of it myself, it has come under my observation.

82990. For instance, take the great textile industry of making cotton thread, where I believe the dismissal of workmen is almost unknown: in dull times I think they make for stock?—Yes, a great deal of that has been done, I believe.

82991. That is the most economic way of working: an employer prefers to keep his machinery running for a regular number of hours with a regular staff?—But I think the employers in the textile trades have been stimulated to take that action by legislation.

82992. Not in the manufacture of cotton thread, because there is no trade union there?—I could not say about that—Paisley do you mean?

82993. Paisley—and the world?—Yes.

82994. (*Mr. Benthams.*) You said by legislation, not by trade union?—I think the textile trades have been stimulated to take that step by legislation.

vertime.

82995. (*Professor Smart.*) I suppose you admit that overtime is sometimes necessary?—Yes, certainly.

82996. Take the case of twenty locomotives, for example, ordered from a Clyde shop, on condition that delivery is within a certain time, or else the order goes to Germany or America, could you prevent overtime in a case of that sort?—I think there ought to be a limit.

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82997. You would let the order go?—I would let the order go. I do not say I would let that particular order go which you have just described, but some orders I would certainly let go, for instance, where it requires men to work on Sundays on repairing ships, as sometimes is done now; a good deal of that is done. It is on the increase. I should let the ships go rather than let the men work.

82998. With regard to the migration to towns, you do not consider that that migration is confined to England?—Certainly not. Migration into the towns.

82999. Is it not as much in operation in places where the country is fully cultivated, as in France; where the rural districts are as fully cultivated as they can be?—I believe that the migration to the towns is going on all over the world. The fact of educating people is one thing that tends to it. The attraction of the town is more now to the men than it used to be. I think that that is going on all over the world, it is not connected with any particular kind of policy.

83000. You say, "The migration in consequence of the non-cultivation of land," as if the two were connected directly?—Well, it follows, I think.

83001. With regard to your recommendation of suitable work, you admit that the Government is doing what it can just now to obtain suitable work through the distress committees, I suppose; is it only an enlargement of that kind of work you ask for?—I do not think the Government is doing what it can at present under the distress committees, that is just what I complain about. Question of provision of suitable work by Government.

83002. Your Unemployed Bill would be on the same lines?—Our amended Bill would bring in an element of compulsion to the local authorities. The local authorities would be charged with the duty of providing work or maintaining. There is no such thing about the present Bill.

83003. (*Chairman.*) And the maintenance would be independent of the Poor Law?—Quite so.

83004. (*Professor Smart.*) You think that would be a very powerful spur?—We do.

83005. Have you any kind of idea of the work that is possible?—We admit the great difficulty. We think that probably the work would be of a primary character, the reclamation of bog-land and foreshore, and afforestation. A great deal can be done in afforestation, we think. Kind of work which could be provided.

83006. You are quite clear on that point?—Yes, we think so.

83007. (*Mr. Lansbury.*) You might also improve poor localities in this way by assistance from the central authority—I mean the abolition of slums and improvements generally?—Certainly, there is plenty of work even for mechanics in pulling down slum areas and rebuilding.

83008. (*Professor Smart.*) There is a good deal of that in Glasgow, but we keep it for the skilled artisans. One remark you made suggests this question: You have had a long experience of these things, and so have I. Do you consider that the strain of labour has very much increased within the last thirty or forty years?—I do, so far as the actual work is concerned, but then I know along with that conditions under which the work is done have immensely improved; workshops are better, tools are better, the sanitary conditions are better, so that all those things have to be put on the other side; but the work itself is harder than it was twenty or thirty years ago. Increased strain upon workmen in industry to-day.

83009. (*Mr. Phelps.*) Is that because the pace is greater?—It is because of many things. I should say the competition is keener as the result of education, and other countries coming up in the industrial race—all sorts of things.

83010. (*Professor Smart.*) Your judgment would be that the pressure on the slightly inefficient is very great?—Yes.

83011. It is more than it used to be?—More than it used to be.

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Question of
older work-
men and
injuries.

Sick benefit
claims in
Engineers
Society.

Question of
standard
of life of
English and
foreign
workmen.

Impossibility
of teaching
a trade to
men over
twenty-four.

Reason of
small
amount of
migration by
distress
committees.

Co-partner-
ship.

83012. So that men who could find their living easily enough thirty years ago are not fit for employment now : it does not pay anyone to employ them ?—That is so.

83013. That being so, this is the class with which the State has to deal ?—Yes.

83014. (*Dr. Downes.*) You think the older men are less likely to incur injury, but it has been alleged that if they are injured their chances of permanent recovery are less than in the case of a young man. Have you any views on that ?—I do not know that I have anything further to say with regard to that. I think the risk to the old men is not more than to the young men, and so far as my experience would lead me to form a judgment, it is less ; but, on the other hand, once an old man is injured there is not the same chance of recovery, and the employer is more chary of employing him for that reason.

83015. I should like to know whether in your society the claims for sick benefit are increasing or otherwise ?—I have the whole figures here for the whole of our history, and I do not think it varies very much. It has increased a little taking the figures right through. It increased up to about thirty years ago, but has been on the decrease since then, so there is not much difference.

83016. In competing with the foreigner, do you consider that the habits of the Englishman are to his disadvantage ? I refer to his cost of living and matters of food ?—No, I do not think so. I should like to be a little more clear as to the purport of your question.

83017. It is the general impression that the foreigner knows how to make food go further than the Englishman ; if the foreigner can do that, is not the Englishman to that extent handicapped in the competition ?—If it were a fact that a foreigner could make better use of the money that he gets in the way of food, that would be something against the English workman, but I do not think that that is so. However, I will assume that that is so.

83018. Assuming it was so, would you consider it an important matter that our workmen should endeavour to adapt their ways so that they may be on more level terms ?—No, I do not think that there is a great deal of importance attached to the point at all. If we suffered from insufficiency of wealth to produce a high wage, the point would be important, but we do not.

83019. In dealing with the unemployed, if work were not available would you be in favour of arrangements for technical instruction, or any other form of education, being given to the men ?—"If work were not available," I scarcely gather the point. Instruction is one thing and work is another.

83020. Would you teach the men a trade ?—I do not believe in teaching men a trade after they are men. I think it is a well-known fact that you will never teach a man a trade after he is twenty-three or twenty-four years of age.

83021. Do you think you could teach them anything ?—I think you might teach them the primary occupations, such as cultivation of land, in fact I am sure you could, because I have had that under my own observation. I have formed the opinion that you could, but I do not think you can teach them a trade.

83022. I think the Lancashire cotton famine showed that men did not care to go to school again for ordinary education ?—That is quite true.

83023. You would like to see more money spent on migration. I see by the return which has just been issued of the work of the distress committee up to March last, only 216 persons in all were migrated. Do you know why so little use has been made of the powers to migrate ?—I think the probability is that there is no demand for unskilled labour, such as the distress committee could deal with. I think that is the obvious answer.

83024. If that is the case there is no blame on the distress committees ?—No, I should say not.

83025. Have you considered the system of co-partnership ?—A little from the theoretical point of view, that is all.

83026. It has gone a little beyond the theoretical point of view in some cases ?—Yes, you will hear more about that directly, no doubt.

83027. That is why I am asking you, should you be in favour of an extension of that system ?—No, I should not.

83028. Why not ?—For various reasons ; first of all because it destroys the mobility of labour, and ties men up to a particular employment, and a particular employer. It makes them dependent on that employer. That is quite sufficient for me. There are other reasons, but that is quite enough for me to oppose it.

83029. But they are partly their own employers ?—If they are partly their own employers that still further emphasises my point ; it separates them from their fellow workmen, and deters them from the mobility of labour, and ties them up to their employment. If I might cite the case of Sir George Livesey, the men are tied up to the South Metropolitan Company ; they have no interest with gas workers elsewhere, their interest is the South Metropolitan Gas Works only, which I think is a bad thing.

83030. And their interest is less with the trade union ?—Certainly.

83031. (*Mrs. Bosanquet.*) I think you said you would be glad to see the school age raised ?—Yes.

83032. Do you think if we suggest anything of the kind there would be any chance of the parents generally acquiescing ?—I am not particularly concerned with whether they acquiesce or not.

83033. Would you make it compulsory ?—Yes.

83034. It would be a hardship in many cases, would it not ?—Yes it would ; I quite realise that.

83035. If you overtax land does it not make it very difficult for the small holding movement ?—I do not think it should do. Taxing land heavily would mostly fall upon the urban owners.

83036. I suppose it would also fall upon the country and the small holders ?—It would fall on the country so far as the country is now undertaxed ; so far as my knowledge goes the country is not now undertaxed.

83037. You differentiate, then ?—No, I should tax according to the value, but the urban values have so enormously increased of recent years that I should say they are much undertaxed.

83038. The object is not to bring large estates on the market, that is not why you wish it ?—No, my object is to get land, which is now idle, cultivated and to reduce rent.

83039. (*Miss Hill.*) May I ask whether there is anything in your Bill which deals with the question of the rate of wages which are to be given by the local authorities ?—Only that they shall not be less than those paid, and standard, in the trade in which they are employed.

83040. If they are the same rate of wages paid by other people, will there be any inducement to people to leave the employ of the local authority and get more independence ?—No, I do not know that there will be.

83041. You are prepared for that work by the local authority being carried on on a very huge scale indeed ?—Certainly we are prepared for the work by the local authority being carried on side by side with, and more or less in competition with, ordinary work.

83042. (*Mr. Loch.*) You accept the position practically of the State being responsible for finding employment for everyone ?—Yes.

83043. With regard to the people who might be found idle or unmanageable, or refractory on the colony, you would not have penal discipline, I understand ?—We should have them dealt with by the local employment authority.

83044. True, but they would not have police powers ?—No, of course, it remains to be seen as to what powers are necessary. All these proposals are more or less experimental.

83045. True, but you make the experiment with a light heart. Have you seen any prison discipline yourself ?—No.

83046. Have you seen any penal colony yourself ?—No.

Objections
to co-
partnership
system.

Raising of
school-age.

Taxation of
land.

Rate of
wages to be
paid by
local
authorities
on provided
work under
Labour
Party's Un-
employed
Bill.

Proposal of
Labour
Party as to
men who
will not
work.

83047. Can you at all answer the question whether the penal colony has the effect upon character which would bring the refractory person back in a fit state for the other colony you propose to carry on?—I do not profess to have much knowledge, but I know the need of something being done, therefore we propose the man being dealt with in this way: if he would not work we should be quite prepared to deal with him in that way, but we must provide work first.

83048. That is, you accept the responsibility; you say: We will shoot an arrow into the air, and take the responsibility of where it comes down?—That is one view to take of it.

83049. Take another point; you said you had personal experience as to persons being suitable for the land. What was your experience?—In watching the results of the experiments of the last few years.

83050. Which ones?—Hollesley Bay, for instance.

83051. Would you be prepared to accept Hollesley Bay as a standard?—Yes, I think so.

83052. What number of the total who passed through Hollesley Bay have got work from Hollesley Bay?—That is not the point that I had in my mind at all. That is not the point upon which the question turned. The question was as to whether men could be taken from London and returned to land work.

83053. True. First of all how many people who have left Hollesley Bay have found work?—I have not the figures by me.

83054. How many people who have been through Hollesley Bay have made themselves suitable agriculturalists?—That depends upon what would be considered a suitable agriculturalist. I only base my opinion on my actual knowledge and observations so far as I am able to form an opinion by seeing the men at work, conversing with them, and having information given me by the superintendent.

83055. Would you give us some of the information that led you to form your opinion?—It is too long ago to give any explicit answer to that question. I have not been there for nearly a year.

83056. Might I again suggest to you that you are proposing things of which you have no evidence at all?—(Mr. Lansbury.) On that point it is well known, is it not, that only a very small number of men were given an opportunity at all of being trained at Hollesley Bay, that the great bulk of men had no opportunity either of choosing to be trained or not to be trained?—That is so, I believe.

83057. (Mr. Lock.) That is, I think, hardly an answer to my question?—I may be a little dense, but I do not see the difficulty.

83058. With regard to the problem of decasualising labour, with which I understand you agree, you wish to have more steady labour?—Yes.

83059. Is your solution of that problem a farm system or a colony system by which you absorb a great deal of labour, and so leave a margin of a less amount available for casual work?—I have no specific proposal as a solution: no particular proposal to solve it. Our Bill covers many points, but, speaking generally, we should compel local authorities to provide employment, necessarily of a primary employment character, on the land.

83060. And you do that without much idea as to what the ultimate results may be?—Certainly. We believe the results will be good.

83061. With regard to the widows, do you think it is a small thing that a man should save £18 for his widow?—No, I think it is a very creditable thing.

83062. Have you dealt with cases of widowhood where that £18 or so has been available?—Yes, many of them.

83063. Have you not found it has been of the greatest possible service?—Certainly the greatest possible service to tide over her temporary difficulty if that is what you mean, but as to maintenance, of course that is out of the question.

83064. I mean more than that: very often the £18 means paving the way for permanent work or providing a temporary period in which there is time for choice and so serving many purposes?—I should not agree with that. As a matter of fact, the £18 is mainly absorbed in various expenses incidental to the burial, and in many cases it is actually spent before it is obtained after a long illness of the man.

83065. There are cases of all sorts, there are cases in which it goes in the funeral, but one would not think that effect of is a fair test of the use of the money. Money, after all, is only available for good use; if people have not the power to use it, it fails. You say you are willing to risk a good deal on the old-age pensions, but really do you risk anything at all? As a matter of fact, what risk do you run if old-age pensions are introduced?—I understood it was suggested there would not be the same incentive for a man to join a union, and I said I was quite willing to risk that.

83066. In the one case the offer is 5s. a week for no payment, as you understand?—Yes.

83067. Therefore your members would have 5s. a week without payment, and all that they could put by would be theirs still?—Yes.

83068. Is there any risk at all in that?—No, I did not suggest there was.

83069. I understood you to say there was?—No, certainly not; it was suggested that old-age pensions would weaken the unions by removing a certain amount of incentive to join them, and I said I was willing to risk that. I never suggested there was any risk.

83070. Might I ask whether there is any other risk whatever in all this proposal which you make as to your members. They would all have a right to labour, whatever happens, would they not?—The Unemployed Bill would cover, in the first instance at all events, the unskilled workers.

83071. But in the first instance only?—That is so.

83072. That is to say, it would extend to you sooner or later?—Yes.

83073. So that practically you would all have a right to labour from the State?—Certainly.

83074. With guarantee trade union rates if you were trade unionists?—Yes.

83075. (Mr. Nunn.) That would apply to all classes of society, would it not?—According to the necessity of the man as he registered. Of course if a man did not register, the assumption would be that he did not want work.

83076. (Mr. Lock.) At the present time you say, as I understand, that very few engineers were unemployed, that there was a larger number wanted?—No, I said that at particular times that happened occasionally. It does happen, and I gave the date of the last time it had happened as the year 1900.

83077. I have been told by employers that in past years they could have employed very many more engineers in shipbuilding. Do you think the number of men in the union under present conditions represents the number of men that might fairly be available for that purpose?—Just let us take that in two parts: You have been told by certain employers that they could employ very many more men if they could get them.

83078. If they had existed?—I do not believe that for one moment. Now what was the second part?

83079. Whether the trade union serves as an indication of the total number of men that might be forthcoming for such work, or whether it practically barred men coming into the work?—I do not see that the trade union bars men coming into any work, not at all. The trade union, so far as this particular union is concerned, indicates the number of efficient men in the trade in so far as it is organised, and I should say it is organised to the extent of 70 to 80 per cent. Outside of that there are always men that the employers can employ if they think proper. We do not stand in their way.

83080. Have you ever made any count to show how far trade union work is passing into the hands of women?—No, we have never got out any statistics about it that I know of.

Mr. G. N. Barnes, M.P.
5 Nov. 1907.

Question of supply and demand of skilled men in engineering trade.

Question of saving for widows.

Mr. G. N.
Barnes, M.P.
5 Nov. 1907.

83081. Is there any ore trade in which it is more significant than any other.—I should say the boot trade suffers more than any other possibly.

83082. Is it going to the length that practically it will become a women's trade?—No, I do not think so.

83083. Would it be that 50 per cent. of the work would be in the women's hands?—I have no accurate knowledge as to the boot trade.

83084. Would you put any limitation on women being employed?—No. I should remove the incentive for her going into the factory by providing work for the man.

83085. As a matter of fact, is the amount of distribution of work under your (a) and (b) a very vital question? Have you made any calculation as to how large a factor it is?—You mean as to dealing with the causes of unemployment?

83086. Have you got a calculation as to what the factor really is which now should be spread?—No, we have no statistics as to this matter, none at all; it would be very difficult to get them. We have in our mind here that the Government should distribute the work in a manner so as to distribute it more evenly, and to give out more work when trade is slack. It is well-known that there is a reason for that, as, for instance, the Woolwich discharges to some extent caused by unnecessarily heaping up a great many men at Woolwich at a particular time. I think that is generally admitted.

83087. That is rather in a vague form. You could not say how far it would be an actual amount?—No, we have no figures, or at least I have no figures about it.

83088. With regard to what you said about the greater pressure at the present day, particularly for the slightly inefficient, which I think was put to you, there again has an investigation been made which takes the figures of twenty years ago or reports, or anything of that kind, to show that there is more pressure and strain on the individual? For instance, does the medical bill of a union like your own show anything like the pressure increasing the amount of illness?—No, I have just said so far as our sick bill is concerned it is singularly even right the way from the beginning to now, fifty-five years; but there is a constant increase in the men on old-age pensions, they number now 5,300. They have grown, for instance, from 1 per cent. in the year 1870 to 5 per cent. last year. We who have actual experience of this matter, and come in contact with the men, know perfectly well these do not represent men who are done; they represent men who cannot get work because they cannot keep up with the pace of the work. I should say that at least half of these men are quite able to work but for the pace at which they would have to go.

83089. You think that applies to other trades? Have other trades a similar proportion?—Certainly it is well-known; there is no need of figures as far as we are concerned.

83090. Does it not also depend on this, that the men themselves twenty years ago would be doing different work, and, therefore, your comparison of statistics is faulty?—Would be doing different work?

83091. Yes, slow work?—I should say apart from the fact we are just considering the conditions are such that the man should more easily get work now, owing to specialisation to some extent the work is more simple for a great mass of men; the all-round mechanic of twenty or thirty years ago has disappeared.

83092. There is no room for the expelled older men in industry; you are making, so to speak, by this pressure a group of men who are outsiders to industry?—They are being made, we are not making them.

83093. You mean that neither employers nor men are responsible, it is "causes"?—Quite so, causes outside of both.

83094. Apart from the old-age pension, do you think that the trade itself should not provide in any way for these men, so as to keep them in the ranks of industry?—No, I do not. I think that if there were trades getting larger profits as a result of greater intensity of work there might be reason for that, but I know of no such trades.

83095. But if you find on the other hand the profit-sharers do so, of whom I think you rather despair, would you not think it a strong argument in favour of their position, rather than your own?—No, I think the evils concerned with profit-sharing are greater than the good resulting from it.

83096. In fact, the fault you find is that these men do not participate, as I understand, in the fortunes of their own class; but *qua* economic workers you had nothing to say against them?—That is so, but not only that they did not share in the fortunes of their own class, but they did not share in the efforts of their own class at improvement.

83097. That is a question of point of view. It may be fairly argued, may it not, that people who have an industrial position, who have got rid of the troubles of casual work, are pointing the way to a better position than that of those who are at present feeling the difficulty which the other men suffer from?—From my point of view I think those men have become a burden on their fellows.

83098. With regard to this question of workmen's compensation, compensation is required for a whole mass of casual labourers, is it not; that is to say, the employer has to make, or does make, an arrangement with an insurance company to meet the cost of accidents if they occur?—Yes.

83099. Do you think it is possible, dealing with the unskilled, to come to any kind of arrangement by which they should better their position through the intervention of employers in that way. In this case clearly the law is such that the employer has to intervene for the benefit of the person who is working for him; is it at all possible that the employer should intervene in such a way that the person should have the benefit, we will say, of certain savings, or anything of that kind, made in the course of his work?—I fail to see the connection between this question and the Compensation Act.

83100. The Compensation Act binds the employer to make an arrangement on the behoof of his workmen?—Yes.

83101. Would it be possible, through the employer, for the workmen, by a reduction of wages, or in any other way, to make provision for the bad times that must befall them, similar to the arrangement that a trade union makes for itself?—No, I think that would be subject again to the same objection that I have to a profit-sharing scheme; it tends to divide the workmen; therefore I should oppose it.

83102. Therefore your objection is rather a social objection than an economic objection, to the system?—Yes, I object to anything which would split up workers into separate camps.

83103. You would lose your army to fight with, would you not?—Yes.

83104. (Mr. Lansbury.) Do I understand that question to mean that you are in favour of a reduction of the men's wages to be put on one side?—I object to it from both points of view.

83105. From an economic point of view?—Yes, as well.

83106. (Mr. Loch.) I simply put that question; what is your economic objection, apart from the question of mobility by itself?—The objection to deductions from wages. It would lead to an economically bad effect, I think, as well as the social one directly, because it would put the men more in the power of the employer.

83107. That is to say, again from the point of view of the army of industry which you have at your disposal, it would weaken your position; but supposing the arrangement were satisfactory to the men, and the employer, *pro tanto*, you would have nothing to say against its economics?—As far as that particular group of men is concerned, possibly not.

83108. (Mr. Lansbury.) If the employer who employs the unskilled labourer is permitted by law or by any other means to deduct from the man's weekly or daily wages so much, is not there this objection to it, that that would lower the standard of living of the man so employed whose wages are so dealt with?—Certainly, it would reduce the standard of living in exact proportion to the deduction.

Question
of better
distribution
of work.

Strain upon
the workman
in industry.

Question of
voluntary
insurance by
trade
societies,
etc.

Possibility
of deduction
from wages
by em-
ployers on
behalf of
workmen,
and objec-
tions to
such schem-

83109. (*Mr. Loch.*) May I ask this, in the case of the trade unions you do this apparently: you make a deduction from your own wages and pay it into a common fund?—Yes.

83110. Does that interfere with your standard of living?—To the extent to which it reduces the weekly sum available for the cost of commodities, it certainly does, but we subscribe that money for an ultimate benefit, because we think that by our association together we can force wages up.

83111. But in your own case the standard of living goes to the wall so far as there is any immediate advantage in connection with this fund?—Certainly. In the unions we suffer these deductions from our wages, if you may so call it, because we know that we can get more back by combination, but there is nothing in the circumstances which would enable an employer to make deductions from wages that would get that ultimate benefit, it would be all loss and no gain, whereas, under the trade unions, there is a loss with a view to an ultimate greater gain.

83112. And if we take the unskilled labourer, if he could by any means have a fund at his disposal, would it not be of great service to him if he were out of work?—Certainly.

83113. Then, again, on the standard of living, of which he is the judge, and not an outsider, if he could put by it would be to his service?—If he could put by in that way without weakening his sense of fellow feeling, and with the further advantage that by putting by he would increase his wages, I should have no objection to it, but I say that it would weaken his sense of fellow feeling, and there is nothing in it that would give him increased wages, therefore I object to it.

83114. The first point is fellow feeling, which is the thing you want?—Yes.

83115. The second point is whether it is to his advantage to put by, of which he would probably be a fair judge; if he found it paid him to earn his wage; is there anything against his earning his wage by falling back on a fund?—Is there anything against it apart from fellow-feeling?

83116. I put that on one side; from an economical point of view?—I do not think there is.

83117. (*Mr. Lansbury.*) You have already stated that the unskilled unions are not able to form a scheme by which they can provide for out-of-work benefit for their members?—Yes.

83118. That really proves that, so far as the ordinary unskilled workers are concerned, they recognise their inability to provide out-of-work pay?—That is so. I think that is perfectly obvious. I do not see how that is inconsistent with the answer I gave to Mr. Loch. As I understand the matter, he assumed that the deduction was being made from increased earnings arising from profit sharing, and if it had the effect of increasing wages I should not object to it. That is what I said, but I still adhere to my statement that it is impossible to make it otherwise, that the wages of the unskilled labourer are so small that it takes him all his time to keep body and soul together with them. He has got nothing to provide for unemployment or old age or anything else.

Sir GEORGE LIVESEY, called; and Examined.

83134. (*Chairman.*) You have been good enough to prepare two statements, of which one is a series of replies to a certain number of questions?—That is so.

83135. One is a little covered by the other, is it not?—Yes, I am afraid it is. I could not answer the questions without going somewhat over the same ground.

83136. If you will kindly hand those in we will treat them as your evidence-in-chief?—Certainly.

(*The Witness handed in the following Statements.*)

STATEMENT AS TO DISTRESS DUE TO UNEMPLOYMENT.

1. Witness is chairman of the South Metropolitan and South Suburban Gas Companies. He was for many years engineer of the first-named company and has, in fact, spent all his business life in its service in close and sympathetic touch with the workmen from childhood. He has also known them from their childhood in connection with

83119. (*Sir Henry Robinson.*) Is it intended that your Bill shall apply to Ireland and Scotland?—Certainly. *Mr. G. N. Barnes, M.P.*

83120. Had your trade congress any statistics of unemployment before them to enable them to form any kind of rough estimate as to the cost of providing this?—No, we cannot say what the cost would be. We know the cost at present not only in money but in moral and physical deterioration, therefore we are willing to take great risks and make great experiments. *5 Nov. 1907. Labour Party's Unemployed Bill.*

83121. Would you propose to bring in this Bill in the next session of parliament, even if the Old-Age Pension Bill was brought in?—Certainly, it would make no difference to us.

83122. I have last year's Bill here. You refer here to borrowing money; is it proposed that the local authorities shall borrow money for the purpose?—Probably, that would be so. In the main I may say we propose that it should be an imperial charge because it is a National problem.

83123. Is it not a rather unsound thing to meet distress in a certain year by spreading the cost of it over succeeding years?—I do not see that it should be.

83124. If the rates are likely to be increased for the relief of distress in a single year, if you spread that burden over other years, might not years of average prosperity be seriously affected if they had the burden of many past years of distress to meet?—There are a good many things now put on the rates for posterity.

83125. Is there any precedent for making rates for the relief of distress?—No, there are no precedents in this matter at all; I do not say there are.

83126. This Bill says: "Provided that when by a resolution of the local unemployment authority from the unemployment committee the area is declared to be suffering from exceptional unemployment, and the Local Government Board, after inquiry made through the Commissioners appointed under this Act, fail to prove otherwise, the Local Government Board must sanction a scheme or schemes." To whose satisfaction will they have to prove that?—To the Local Government Board's. Are you quoting from the Bill?

83127. From last year's Bill. I did not quite understand whom they had to satisfy?—The Local Government Board.

83128. "Fail to prove otherwise," does that mean that the Local Government Board should fail to prove?—I should say so. If the Local Government Board fail to prove that the distress is not exceptional, then they will be called on to provide the measures.

83129. You do not quite show from the clause to whose satisfaction the Local Government Board were to prove it?—That is a little vague there; we noticed that in going through it.

83130. (*Sir Samuel Provis.*) That is substantially the Bill that you are referring to, is it not, the Bill you brought in last session?—Yes, with certain alterations. On that particular point there is an alteration.

83131. You are probably revising it with a view to its introduction next year?—We have revised it.

83132. I presume in substance this is the Bill?—Yes.

83133. The Bill was introduced, but made no progress last year?—Yes.

Sunday schools, ragged schools, band of hope and temperance work, to which his evenings for many years were devoted. The business life of witness goes back to the time when the relations of employers and employed at the gasworks were thoroughly friendly, he has seen this friendliness disappear and has felt the loss of touch with the men and happily has lived to see much more than the old friendliness restored in co-partnership. He is a member of the Council of the Institution of Civil Engineers. *Sir G. Livesey. 5 Nov. 1907.*

2. The liability to dismissal at any time has always appeared to witness as a most distressing condition of the workman's life. *Precarious nature of workman's employment and lack of thrift and prudence induced thereby.*

3. It used to be without notice, usually on pay day; then a week's notice became usual; now in certain trades, such as the building trade, when wages came to be reckoned by the hour instead of the day, an hour's notice at any time is all that is required.

Sir G. Livesey.

5 Nov. 1907.

Precarious nature of workman's employment and lack of thrift and prudence induced hereby.

Need of sympathy and help on part of employers

General feeling of workmen in regard to thrift.

Results of the South Metropolitan Gas Company's co-partnership system.

4. An hour's time, an hour's pay, an hour's notice, sums up the relationship of employers and employed in certain trades at the present time.

5. The precarious nature of their employment seems to have the effect on many working men of producing a "happy-go-lucky" or a "devil-may-care" spirit instead of a feeling of anxiety for the future, which might be expected to induce forethought to make provision for it.

6. The general failure to make provision for unemployment, to which all are liable, puts a large proportion of workmen on their beam-ends in a week, and is, in the opinion of witness, one of the main causes of distress due to unemployment.

7. Much of this distress could be prevented by the co-operation in various ways of employers and employed; but this is a rather large order, though it can be done.

8. Prudence, forethought, temperance and thrift are necessary in the employed, which may be largely developed by the sympathetic help and encouragement of employers if only friendly relations and mutual confidence can be established.

9. The initiative must come from the employers, though unfortunately any advance on their part is liable to be misunderstood and treated with suspicion. They are not usually regarded as the friends of their employes.

10. For instance, the best means of helping working men to save is by deductions from their wages, of course authorised by themselves, but it is seldom done.

11. There is the idea, which witness has found to be groundless, that workmen do not like their employers to know that they are saving.

12. An order book is in use for this purpose, of which a page is given.

13. If weekly savings have to be paid over openly to a clerk, little will be saved.

14. The difficulty of Post Office or other savings banks is that the depositor has to take a certain amount of trouble, say every week, obstacles are frequently in his way and weeks are easily missed.

15. Thriftlessness is proverbial with British workmen, but much of it is due to want of facilities and encouragement to save.

16. There is also the feeling of hopelessness of being able to accumulate anything appreciable that often paralyses effort.

17. High wages, large earnings by piece-work, weekly additions to wages under the premium system, and even profit-sharing bonuses paid annually in cash are generally spent as they are received, and do no permanent good.

18. They are incentives to extravagance rather than to thrift, and as a rule do not result in the accumulation and ownership of property.

19. Witness, however, has found to his great surprise and satisfaction that British workmen are not nearly so thriftless as is commonly supposed, if opportunities and encouragement are given.

20. If they can be shown how they may become owners of property, a very large proportion willingly respond.

21. When the South Metropolitan Gas Company in 1889 introduced the system which has developed into co-partnership, and offered to help the workmen to save their annual profit-sharing bonus, the large proportion of 45 per cent. of the men availed themselves of the opportunity.

22. The percentage of thrifty men has increased year by year, until quite 90 per cent. are thrifty and very nearly the whole of the bonus is now saved and invested in the company's ordinary stock.

23. The average property of some 5,000 men is about £70 apiece.

24. These 5,000 men may be roughly divided into about two equal parts, the originally thrifty and the thriftless.

25. The thrifty, who have been saving since 1889, now have on the average well over £100, some of them several hundreds, in the company or in houses.

26. The others, who were thriftless and have now been induced to save, have on an average probably about £30, ranging from, say, £10 to over £50, many of them having become keen on thrift.

27. The same has happened with other gas companies, the Commercial and the South Suburban in London, that have adopted the system, also at Chester and Newport.

28. The effect is that these men, being owners of what to them is a considerable amount of property, are very unlikely to drift into the ranks of the unemployed, and if they should lose their employment, they would not be on their beam ends in a week or in a year.

29. The great majority remain in the company's service, and let their property accumulate. Others return to their native places, the money saved enabling them to start in some business. Others, again, purchase a house and then often add another.

30. A considerable number emigrate to Canada, New Zealand or Australia without appealing to unemployment funds.

31. This is but as a drop in a bucket or a few grains of sand in a mountain, but "sands make the mountain," and witness sees no great remedy for the distress due to unemployment. It must be a slow and gradual process by a general improvement of habits and character.

32. Witness also thinks the co-partnership system might be very greatly extended by public companies, the railways, for instance, and joint stock companies generally, and certainly by all the gas companies, but they are very hard to convince and do not move.

33. The difficulty is that although individual directors may be sympathetic, a board as a whole is unwilling to introduce the co-partnership system. Probably they see some difficulties, and do not realise the advantages and the all-round benefit.

Causes of Unemployment.

34. The practical knowledge and experience of witness on this point relates to gas works, and particularly to the use of machinery in gas making and the reason why it was adopted in the retort-houses.

35. So far back as 1860 attempts were made to introduce machinery, and in the succeeding years at intervals many machines were tried and failed. The machines were good to a certain extent, and might have been improved, but there was no stimulus to effort in that direction and there was very little, if any, economy in the use of machinery.

36. Gas managers had no inducement to try to make the machinery succeed, and it never did succeed.

37. The relations of gas companies with their workmen were generally comfortable, and there was no desire to displace labour simply in order to save the money.

38. In 1889, the year of the dock strike, the Gas Workers' Union was formed and demanded an eight-hours' day for the stokers and other retort-house men, which was readily granted by the gas companies and then other demands were made and the union became complete master of the situation.

39. A prominent avowed object of the new trade unions to be attained by an eight-hours' day was the absorption of the unemployed, and it is so still.

40. The Gas Workers' Union became master in the retort-houses of the gas companies in 1889, and gas engineers at once turned to machinery with the determination to make it succeed. From that time its success was assured, and now in all gas works of any size its use is general.

41. The saving of money was quite a secondary object, the main object was to be independent of the workmen.

42. A new form of gas-making, carburetted water gas, was introduced mainly for the same reason in 1900, and is now very largely used. Very few men are required to work it.

43. Witness has often asked gas managers why they use machinery and carburetted water gas, and usually gets the answer that it is mainly to be independent of the men. "Anything, never mind what it costs, to displace men," has in those words, or to that effect, often been the reply to witness.

Results of the South Metropolitan Gas Company's co-partnership system.

Possibility of extension of co-partnership system.

Introduction of machinery in gas-making.

The Gas Workers' Union.

Increase of machinery and new processes: effect on the employment of workmen.

44. The result is, that to make a given quantity of gas, less than one-third of the number of men that were employed prior to 1889 are now at work. The South Metropolitan Gas Company had at the end of November, 1889, over 2,000 men in their retort-houses, whereas in January, 1907, making more than double the quantity of gas, only 1,260 were employed instead of over 4,000, and witness is informed that at other gas works the reduction is quite as great.

45. Consequently, instead of absorbing the unemployed, the eight-hours' day in gas works has resulted in largely increasing them.

46. Witness has followed the history of the Labour movement since 1889 very closely, and is sorry to say that so far as his observation goes the tendency is to widen the gulf between employers and employed. The general desire is to dispense with labour, and efforts in that direction are constantly made. On this point witness has for many years made it his business to ask employers in various trades how they are getting on with their men and always gets a ready answer, which is very rarely satisfactory. Frequently it is in the words "as badly as can be." Between the two wings of the great industrial army there is an almost total want of sympathy and co-operation. Interests which should be identical are antagonistic with disastrous results, not the least being unemployment.

47. The only remedy that witness can see is co-partnership. It leads employers and employed to work together in friendly association for their mutual benefit. When these relations are established there is no desire to supersede manual labour, unless there are decided economical advantages in so doing. This will help materially to reduce unemployment.

48. An employer finds great satisfaction in being served by cheerful, willing workers who take an interest in their work and the prosperity of the business, and the more of such workers he can employ, the better pleased is he. This witness can say in the case of the gas company. Mazzini, speaking of the labourer, said: "You were a slave, then a serf, next a wage-hireling, and you must ultimately become a partner." So far as witness can see, in the fulfilment of Mazzini's prophecy only is to be found a permanent and complete settlement of the Capital and Labour question. We greatly want what President Roosevelt has described as "a righteous peace in the industrial world," which partnership or co-partnership secures.

49. If this could be, there would be less unemployment, and a return might be expected of Macaulay's "brave days of old" of which he said:

"Then the great man helped the poor,
And the poor man loved the great."

REPLIES TO QUESTIONS SUBMITTED BY THE COMMISSION.

50. Question I.—What is the general effect:—

- (a) Of the spread of machinery;
- (b) Of more highly organised processes;
- (c) Of industrial legislation on the demand for labour?

Answer I.—(a). In gasworks the spread of machinery has certainly largely and permanently reduced the number of men employed in gas-making, that is in the retort houses.

It was introduced with that object and for that purpose in order to recover and retain control of the business, which in 1889 had in many cases passed into the hands of the Gasworkers' Union.

In 1889 at least two-thirds or, say, 67 per cent. of all the men employed in the winter were actually engaged in gas-making in the retort houses.

It is now only 21 per cent. in the South Metropolitan Company.

The reduction is quite as great in the South Suburban and many other gas companies.

The money saving is not nearly in the same proportion. In fact, the first cost of machinery and its maintenance absorb much of the saving.

To put it another way.

The number of retort house men in proportion to the work (the business has more than doubled since 1889) has been reduced about 70 per cent. *Sir G. Livesey.*

The saving in wages is only about 46 per cent. or, say, well under 50 per cent., because the rate of pay per man has been increased very considerably. 5 Nov. 1907

The saving in retort house wages equals about 2d. per 1,000 feet of gas sold. Effect of increase of machinery in gasworks

But of this 2d., about half is absorbed by interest on the cost of, and the maintenance of, the machinery.

In short, the saving by machinery is so small that gas managers would not have thought it worth while to introduce it but for the paramount reason already mentioned.

Prior to the introduction of machinery in the retort houses, with two-thirds of their men engaged in that work, the gas supply was at the mercy of any trade union which could enrol those men in its ranks.

Now only a small proportion of the men is actually employed in gas-making. The others are engaged in such varied occupations and trades that if any section should strike the supply of gas could be maintained.

In short, machinery has been very largely adopted with the object of displacing men. Gas managers have repeatedly said to witness: "Anything, whatever it costs, to get rid of men."

Witness has had many opportunities of getting the candid opinion of employers, and finds the same feeling prevails in other trades.

Witness cannot speak from personal knowledge on (b).

(c) Industrial legislation often does harm to a larger number than it benefits.

Men say, "Here is an abuse to be corrected, or a hardship to be remedied, or an injustice to be stopped; let us get an Act of Parliament." Effects of industrial legislation on the demand for labour.

The abuse or the hardship or injustice is seen, but the effect of an Act is not seen, and it is often very different to that supposed or intended.

All that is thought of is the supposed bad employer, but the effect of legislation on good employers is not considered.

To give an instance. A few years back the South Metropolitan Company was employing a certain number of boys, sons of the company's workmen. This brought them under the Factory Acts, which prescribe certain conditions as to the employment of boys, such as the matter of holidays.

The company gives more holidays and, as witness thinks, in a better way than the Act requires, but not happening to coincide with the cast-iron regulations prescribed, objection was taken by the inspector, and a long correspondence ensued.

It would be very inconvenient to employ a number of boys to work with men under different regulations, and the result was that it was decided to cease to employ boys, to the great regret of the company and its workmen.

Their sons have now to get some casual employment after leaving school before they can enter the service of the company, which is a great disadvantage to them.

The company would be very glad to train the sons of its workmen, but cannot do so owing to this unwise legislation, which, to prevent one evil, creates a greater.

It is within the power of employers generally to do more to encourage employment than any other agency.

Parliament, recognising that the welfare of the State depends so largely on employers, should do all in its power to help and encourage them, instead of exasperating them as it has done lately by passing the Trades' Disputes Act and the Workmen's Compensation Act.

Both those Acts will, witness fully believes, materially act as causes of unemployment.

Witness always has approved and supported the principle of the Workmen's Compensation Act as promoted by Mr. Chamberlain. Bal effects Workmen's Compensation Act.

He is, however, convinced that it is a very great mistake to put obstacles in the way of mutual arrangements between employers and employed, or what is called "contracting-out."

The Labour Party did its best to prohibit it, but thanks to the firmness and wisdom of Mr. Gladstone their object was frustrated.

They next tried to make the conditions of contracting-out such as to practically have the same effect, and they have so far succeeded that many of the mutual arrangements have not been renewed.

Sir G. Livesey.

5 Nov. 1907.

Bad effects of
Workmen's
Compensa-
tion Act.

That Act, based as it is on a right principle, has been passed in such a form as to largely increase permanent unemployment amongst all classes of employees.

Those getting into years and the slightly infirm once out of work will find the greatest difficulty in regaining employment.

Whereas, if it had directly and distinctly encouraged mutual arrangements between employers and their workmen, it would have had a totally contrary and most beneficial effect.

It might have been a powerful agent in bringing employers and employed into close and friendly association for their mutual benefit and in helping to promote "a righteous peace in the industrial world."

By thus co-operating, accidents would be largely decreased, litigation prevented, and goodwill promoted, and the workmen would get better compensation than under the Act.

This is not mere opinion or theory, but proved fact.

51. *Question II.—In particular, do modern developments tend to displace :—*

(a) *Middle-aged by younger persons ;*

(b) *"All-round" skill by specialised mechanical skill ;*

(c) *Skilled labour by unskilled ; and*

(d) *Adult men by women and young persons ?*

No displace-
ment of old
or skilled
labour in
gas works.

Answer II.—Witness can only speak generally on this question. Gas companies are not given to displacing "middle-aged by younger persons." They are glad to meet with "all-round skill"; they largely create their own skilled labour by training unskilled, not displacing the skilled, and adult men are not displaced by women and young persons.

52. *Question III.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur ?*

Effect of
modern
developments
on total
demand for
labour in
gas works

Answer III.—Modern developments, except in the retort houses, have tended to increase the total demand for labour in gasworks. For instance, the introduction of the penny-in-the-slot gas-meter has largely increased employment.

53. *Question IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in other directions for the labour displaced ?*

New
demands
in other
directions
for labour
displaced
in gas works

Answer IV.—Witness is inclined to answer, "Very nearly." In the first week of December, 1889, the South Metropolitan Gas Company had just over 2,000 retort house men, and as near as may be 1,000 men engaged in all other varieties of work, or a total of over 3,000 men.

In 1906 the company made rather more than double the quantity of gas than in 1889, and employed in the heaviest week in December rather less than double the number, or as near as may be 6,000 men, of whom only 1,260 worked in the retort houses.

The increase of other men is mainly due to work directly connected with the consumers of gas, but the average wages are lower than those paid to stokers.

54. *Question V.—Do such changes call for greater mobility of labour :—*

Greater
mobility of
labour not
needed in
gasworks.

(a) *As between different trades, and*

(b) *As between different branches of the same trade ?*

Answer V.—"Not with gas companies."

55. *Question VI.—If so, in what way is the mobility being, or should it be, provided for ?*

Answer VI.—"Not with gas companies."

56. *Question VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained ?*

Importance
of training
of boys.

Answer VII.—Witness thinks that attention should be given to the training of boys, giving them opportunities to learn a trade and thus saving them from drifting into the ranks of the unemployed. The trade union in some trades certainly put obstacles in the way of the employment of youths as improvers or apprentices. Parliament could do useful work by removing restrictions, and Government Departments should do all they can to help employers; their visits would then be always welcome.

57. *Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., distress committees, labour exchanges, and the like) is necessary ?*

Answer VIII.—Witness is very doubtful of any good coming from distress committees, and labour exchanges do not seem to have been of much use.

Doubtful
value of
distress
committees
and labour
exchanges

It may be considered a counsel of perfection, but witness believes that the greatest good can be done through employers, who, by considerate and fair treatment, might be led to find pleasure in giving employment instead of desiring by every possible means to dispense with labour, as is very much the case at present.

In conclusion, there remains the great cause of unemployment—*Drink*. Working men have in this matter temptations to drink on all sides. Can nothing be done to remove them? Nothing would do so much to diminish unemployment.

Drink the
great cause
of unem-
ployment.

83137. (*Chairman.*) You begin your statement by saying that you think the liability to dismissal is a very serious consideration to the workmen. That liability, you think, has rather increased of recent years?—I am afraid so. I always felt from early life that that was the distressing thing about a workman; he might be in full work, and in those days he would be paid off on Saturday and told he was not wanted on Monday.

Precarious
nature of
employe-
ment, and its
effect on
workmen.

83138. I suppose the joint-stocking of so many companies, and the more commercial conditions under which new enterprises are carried on, have tended to weaken the old personal feeling there was between masters and men?—Yes, and to increase the uncertainty of employment.

83139. Would you say the fluctuations of business are greater?—I have been in the South Metropolitan Gas Company all my life, but I have not had actual experience of other businesses; but I can speak positively about the gas industry, and there I should say the fluctuations are not greater, and the security of employment is not less.

83140. You think that the knowledge of this uncertainty of the tenure of their employment tends rather to make them happy-go-lucky, and counteract a wish or desire for insurance?—I think so. I think that a man, a casual labourer, who is subject to the constant uncertainty of his work, is not so likely to get a settled home or acquire settled habits of saving as a man whose employment is practically certain.

83141. The more certain and regular the employment, you think the greater the tendency would be to save?—Yes. Of course, that cuts against casual employment. Casual employment is bad in every case, particularly so when it can be avoided.

83142. So that the evil against which we want to make provision being unemployment, the more casual and the more subject a man is to unemployment the more difficult it is for him to make provision against it?—Certainly.

83143. You go on and express views as to your experiment about profit-sharing. It has been rather a revelation to you, has it not, that this profit-sharing has brought out thrift to a much greater extent than you believed existed before, as I gather?—It has. I should like to say at the outset about profit-sharing, simple profit-sharing, I do not believe in at all; that is, the giving to the men a certain bonus or percentage annually in cash. It does harm in almost all cases, and very little good. Instead of promoting thrift it discourages it, for the men who have this money paid to them in cash will spend all their income and say: "Oh, I shall have my bonus at such and such a time; I can then get boots for the children or clothes for the wife," or something or another, or pay for his holiday; and so, instead of putting by for those things, they depend on this bonus; but if the profit-sharing bonus can be saved, then it is a totally different matter.

Objections
to simple
profit-
sharing
system.

83144. It is paid year by year by the employer, is that it?—I do not like to be telling this story over again.

The gas
companies'
co-partner-
ship system.

83145. We should like to get it on the evidence?—When we started our system I knew, of course, having known the habits of working men, that most of them had nothing. Take, for instance, what one of our men said in reply to a magistrate, when he was asked to be bail for a friend. The magistrate said: "Now, my man, can you say on your oath that you are worth £10 when your debts are paid"; and the man said: "No, your Worship, nor yet 10d." That is the general condition of the vast number of working men in London. We started this,

the gas
companies'
co-partner-
ship system.

and the bonus was to be paid annually; but I felt then that it would be a great mistake unless some inducement were offered to the men to save it; and so we said this: "The bonus will be declared in July; you can withdraw it then, or at any other time, by giving a week's notice. If you leave it in the company's hands we will allow you interest on it at 4 per cent." (it is now reduced to 3 per cent.). To my great astonishment 45 per cent. of the men saved it voluntarily at the start. That was a great revelation to me, and went very far to disprove the current idea that the English working man is not thrifty. As a matter of fact, he is not; but it is largely due to his circumstances, and to the difficulty of saving.

83146. Having once left this profit in the hands of the company this process was repeated over and over again?—Yes. Then we thought that it would be a good thing, instead of leaving it on deposit, if they would invest it in the company's stock, and encouragement was given in that direction. We started in 1889, and by 1894 some £5,000 was invested. We then thought we would go a step further, and instead of the whole of the bonus (this was by agreement with the men) being payable in cash, half of it was invested in stock, according to the rules, right away; and from that time we have gone ahead till now. I think there is now about £300,000 invested.

83147. May I just understand what the process is? A certain sum of money is put by, or is due to an individual worker each year; they then convert that into stock?—Say a man's bonus comes to £10, half of it is invested in stock, according to the rules, £5; the other half is withdrawable, and he can invest that in stock if he likes. To give a practical illustration: There are two companies of which I am chairman, the South Metropolitan and the South Suburban. The South Metropolitan is the larger company, and the bonus declared last July for the last year was £45,590, and the transfer which I had to sign, invested for these men £42,600 out of £45,590. A portion of the £45,000, about £1,000 or £1,500, was paid to the winter men who are on for six months and go, a small portion was left on deposit, and nearly the whole, or £42,600 of the £45,590, was invested in stock. The South Suburban was even a little better, for somehow or another more than the total bonus was invested in stock; the men put their savings in.

83148. How is the stock in which they invest acquired; as required in the market?—Yes, we have to buy it.

83149. You do not increase your capital?—Sometimes we do. For instance, we issued a quantity of new stock in January last, but the price in January was higher than it was in July; the value had gone down, so we could not make use of that. We reserved some, but, however, we could not allot it, and we had to purchase in the market. Our secretary does that mainly. He confers with me sometimes, but it is difficult to buy on a falling market so as to be able to allot to the men at the proper time at the market price.

83150. It might occur to one that this constant investment keeps up the price of the stock?—I do not think it does. Of course, we never go into the market as buyers; we begin to think of buying at about the beginning of the year, and then, as stock offers, it is bought in small quantities.

83151. Those who have got this stock get interest on it, and, I suppose, they can dispose of it if they choose?—They get the dividends.

83152. Can they dispose of it?—Yes.

83153. Even while they are in your employ?—Yes, but one day I was called upon to sign some transfers of stock at Sydenham to three or four publicans; the men had sold their stock to a neighbouring publican; then others had pledged their stock with loan offices and pawnbrokers—not to any very great extent, a very small proportion of the whole—so we have made a rule that men must sell their stock through the company; we will buy it at the market price at any time, but we say, "If you sell it outside the company we shall strike you off the list of co-partners; you have a perfect right to sell your stock, or withdraw your money, but if you persistently draw your money or sell your stock, we have an equal right to say we shall not renew your agreement, because such men are the enemies of co-partnership."

83154. They leave your employment?—Not necessarily.

83155. The agreement relates to the profit sharing? *Sir G. Livesey*
—Yes; we say you will stay in our employment, but you will not be profit sharers because if all the men acted as you are doing, the whole thing would have failed long ago. 5 Nov. 1907.

83156. It was objected, I think, by the preceding witness that this scheme stops mobility, but from your account it would appear that anybody can take out their savings?—I was really amused to hear that statement; it vastly increases the mobility; our men go all over the world with the money they have saved. Increased mobility caused by co-partnership scheme.

83157. If a man has money or stock, which he can sell, it increases his power of locomotion over a man who has nothing?—That is it exactly; they emigrate to Canada, New Zealand, and Australia; they go into the country to their old country homes, and go into business, and the money they have got enables them to do it, with no obstacle whatever put in the way of a man who wishes to draw his money and go away.

83158. The work which your men do is stoking to a large extent, is it not?—It used to be. In the case of the South Metropolitan, two-thirds of our men were stokers; now only about one-fifth are. Stokers at South Metropolitan Gas Works.

83159. Is the work less rough now, taking it generally?—No, but we have adopted machinery largely.

83160. You have self-feeding furnaces?—Yes. Taking the largest class of men employed by us (we have a great many classes in and out), the stokers are the largest class.

83161. What would you say as regards their general condition as compared with persons in similar classes of life; would you say their condition is more comfortable, and their homes better?—That is what I am told, and I think there is every reason to believe it. When men become owners of, to them, a considerable amount of property (and £100 is a very common thing now for a man to have), his home is in a much better condition; and there is one remark that was made to me by one man, namely: "I have got £100 in the company; I am safe for two years without work if it should become necessary." General prosperity and satisfactory character of men in South Metropolitan Gas Works.

83162. It is said that as people get better off they become lazier. Have you noticed that with regard to your men?—Certainly not, it is the other way.

83163. Your foremen are well satisfied, from the inspector's point of view, with the result of the experiment?—Thoroughly there was a little incident only last week which our chief engineer was telling me. A foreman left, he retired, and his place had to be filled. The great difficulty has been to find suitable foremen. It was made known that there was this vacancy and twenty-one applications were sent in in writing. The chief engineer inquired about these men and saw them all and said: "My difficulty is that I have not twenty-one berths vacant; they are all suitable men," and the statement he made to me was: "It is a totally different state of things to what it used to be; here are all these thoroughly good men; any one would be fit for the post"—and they were selected from workmen.

83164. How long have you been connected with this Gas Company?—Since 1848.

83165. Do the sons of your old workmen come in?—Not as boys, unfortunately, I am sorry to say. We have been troubled about that. We tried to do it, but then the Factory Acts and the inspectors came interfering, and great obstacles were put in the way. Boys not at South Metropolitan Gas Works.

83166. Your experience points to there being rather a widening of the gap between employers and men of recent years?—There is no doubt of it as far as I can see. In this matter I can speak of other trades. Since the strike in 1899, I have been a sort of *persona grata* with employers generally, and they open their minds to me. Taking the building trade, I know a number of master builders and others, and I often ask the question: "How are you getting on?" and I have repeatedly had the answer: "As badly as possible; nothing can be worse." Antagonism of employers and workmen generally.

83167. Does your experience go outside London?—Only in the way that I have had a large experience in gas manufacture outside London and I have met employers from all over the country.

Sir G. Livesey.
5 Nov. 1907.

83168. You would not confine your criticism to London only?—No, they talk to me very freely, and what I gather from all sides is that the relationship is as bad as it can be. It is a state of war, ready to break out at any time.

83169. You believe that this co-partnership is a good remedy for, or antidote to, this state of things?—I believe it is the only remedy. There is no other. I do not want to say there is no other possible to be found, but no other remedy has appeared.

Relations between employers and workmen in South Metropolitan Gas Company.

83170. Had you, before the big strike, much trouble with your men?—We were very happy. My father was secretary and manager, I knew the men, and when I came into the office I knew every man by name; in fact, it was part of my duty at one time to pay their wages, and the relationship in all those early days was of the most friendly character—personally friendly. Then, as years went on, there came a separation, and as one of the men said to me one day (he had been a boy in my Sunday school class, he was foreman blacksmith): "You know, sir, the workmen are totally different to what they were in your early days"; we had lost touch of them altogether, and did not see in what way we could restore it.

83171. The company was always a joint stock company?—Yes.

83172. Since the strike and since this profit-sharing scheme has been in operation, has there been an improvement in the relations between yourself and your men?—It has restored more than we ever had before, if you will allow that Irishism. It has given us more than we ever have had. The relationship is such as I should never have conceived possible. I do not know the men by name or by sight, there are 6,000 men, but we have large numbers at work in the street and there is always the most friendly recognition; in fact there is evidence of affection, I may go so far as that.

Objection to trade unionism, and advantages of co-partnership system.

83173. Do you know if many of your men belong to any union?—We never inquire; but what is the good of belonging to a union? They have got something better. The objection is that trade unionism means division; the masters on one side and the men on the other, in opposing camps. What we want is to unite them, and partnership is the only thing to do it.

83174. Your impression about your men is that they do not belong to any trade union, and you believe the reason for that is that they get more advantages under this system than they would under a trade union?—Yes. They get no advantage from belonging to a trade union. We recognise no union; they are free to belong to a union and pay their subscriptions if they like.

Possibility of extension of co-partnership system.

83175. You believe that this principle might be largely developed and applied to other industries?—I am sure of it. I do not say to all trades. There are great difficulties in many instances, but the joint stock limited liability system seems made for it, and I am quite certain that it could be applied to all the railways, and to all the gas companies certainly, with great success, but they do not do it. Only five gas companies have adopted it.

83176. Is their experience, so far as you know, the same or as satisfactory?—There are three in London, the South Metropolitan which started in 1889, the South Suburban which started in 1893, and the Commercial which started in 1901; then there is the Chester Gas Company and the Newport Gas Company, and the experience is the same all over.

Reason of increase of machinery in gas works, and effects thereof.

83177. Now turning to your second paper, I suppose the tendency of gas enterprise is more and more to substitute machinery for manual labour?—I have stated here (it is in print so I need not repeat it) why we have adopted machinery in our retort houses. The gas industry generally is adopting machinery in the retort houses in order to get freedom from the unions.

83178. The saving in money is small?—The saving in money is small. For thirty years machinery was tried in the gas industry, dating from 1860, and a number of inventors came forward, but no gas manager thought it worth while to trouble about it, and to make it succeed. When the Gas Workers Union came into existence, then it was said machinery will be made to do, and it was, and the result is that the gas industry has adopted machinery generally, and the number of men required to make a

certain quantity of gas in retort houses is reduced by two-thirds. I have got particulars of our own company, which are given here, and I have got them from other companies, and I find that they are only employing about one-third the number of stokers that they otherwise would have done.

Reason of increase of machinery in gas works, and effects thereof.

83179. In answer to Question IV. you give the result as regards production and employment?—Yes, that is what I have said just now.

83180. They have made more than double the amount?—Yes.

83181. The number employed is nearly 6,000, of whom only 1,260 work in retort houses. Would the 6,000 be a considerable increase on the number employed in 1889?—Nearly double. We employed in 1889 as near as may be 3,000 men, 2,000 in the retort houses and 1,000 others, now we employ 6,000, but of those only 1,260 work in the retort houses.

83182. I suppose your business is natural growing from the larger number of houses?—Yes, and the introduction of the slot meter system. That has largely increased employment.

Increase of gas-making.

83183. Would you kindly explain to us what the slot meter system is?—It is an extension of the penny-in-the-slot idea to the supply of gas: some man thought he would apply it to a gas meter, and the small consumer now puts his penny in the slot and gets so many feet of gas. In towns in the North the working people did use gas to some extent, but not in London. In all our small streets we had the mains in the street for the supply of a public-house, or a chandler's shop, or something of that sort, and the public lamps. The working man would not go to the expense, it would not pay him to put gas fittings his house, and the landlord did not care to do it for him, and he could not pay a quarter's gas bill; then the bright idea occurred to the man of the penny-in-the-slot business. The company puts everything into the house, pipes, meter, cooking-stove, and fittings, and the gas is paid for at a higher rate per thousand feet than it would otherwise be, in order to pay for all these things. We have now over 200,000 of these consumers in South London.

The slot-meter system.

83184. What is the process?—A penny is put in, and a little handle is turned, and then the gas will burn until that pennyworth of gas is exhausted.

83185. Then it goes out?—Yes.

83186. There must be a constant supply of pennies, I suppose?—Yes, it bothered the Mint rather, and the Chancellor of the Exchequer; so many pennies being locked up in these slot meters.

83187. It has answered well?—It has answered very well.

83188. There is no other particular question I want to ask you, except in regard to training the boys. You think that more opportunities should be given to boys, or more attention given to boys, in order that they may learn a trade?—Yes. This is outside our trade. Talking to a gas meter manufacturer the other day, he said, "You told me some years ago we might have trouble with the union, and I told you we could not because there was the Meter Makers' Union and the Tinmasons' Union; now they have combined, and they have limited our number of apprentices, and they will not allow us to employ improvers." Their business is in London: he said the London boy is a very sharp, clever boy, and we should like to take on these boys and bring them in as boys, and they would ultimately become first rate tinmen, but they do not allow it. To prove that this can be done with boys, an old friend of mine established a business of mechanical instrument makers: when the days of apprenticeship went, he adopted this plan of getting boys as they left school. I was in his shop only last week, and I saw a little fellow about this height (*illustrating*); he said, "He is fourteen, and has passed the Seventh Standard," and there was another a little older. He said: "We take in these boys, and in fact all these men working in this shop came in as boys in that way." Our difficulty at the gas works is the Factory Acts. I think really that these actually, instead of helping, hinder to a very great extent. Many of these Acts are directed against the bad employer, but they hamper and hinder the good one, and exasperate him, too.

Employment of boys, and limitation of apprentices by trade unions.

Interference of Factory Acts with employment of boys.

Interference
of Factory
Acts with the
employment
of boys.

83189. Do you want to take boys earlier than the Factory Acts allow you?—No, not at all. We took them when they left school at fifteen or sixteen, but then we came under the Factory Acts, and they interfered and bothered us so that we said we would not have the boys.

83190. The fact being that the holiday or period of rest prescribed by the Factory Acts did not fit in with the routine of your enterprise?—That is it. The Factory Acts have cast iron rules; if they could have a little elasticity, all would be well.

83191. You would give the amount of relief from work which is provided by the Acts?—More.

83192. But not at the same intervals?—Not exactly as they say. It interfered with us. Boys must work with men, and the holidays and relief from work is more than the Factory Acts wanted, only unfortunately it is not in the way the Acts require.

Litigation
of apprentices
by
Trades
Unions.

83193. Then as regards trade unions, I understand they put a restriction on the number of apprentices?—You heard Mr. Barnes say that they did not, but in this Timmans' case I was told, only a fortnight ago, that they did.

83194. Is that an engineering union?—It is the working of tin work; the gas meters are made of tin.

Advantages
of
co-
operation
system.

83195. (*Mr. Loch.*) This gain which is made by the men under the system of co-partnership is a clear economic gain that would not have been made by them in spite of normal wages?—Certainly not. It is an addition beyond the wages.

83196. That is to say, it is a distinct addition in economic vigour available for a special economic profit?—Yes, it is all earned, every penny of it, by the men.

83197. Therefore so far as this is not actually applied to normal trade union work in trades to which it would naturally be of service, it is a loss to the country that the system does not prevail elsewhere?—I think it is; it is a great loss to the country. A great employer said to me about this matter: "But how can you share profits if you do not make any?" We were paying then 5 per cent. to our men. I said: "You will admit that the cheerful, willing worker is worth 5 per cent. more than the ordinary trade union sort of man?" "Five per cent.," said he, "say 20."

Feasibility
of extension
of co-partner-
ship to
dock and
other casual
labour with
a view of
decasualisa-
tion.

83198. To consider the application of this to any other trade, do you think that it could be applied to dock labour and docks?—I think it could be applied to some irregular labour. We apply it to our casual labour, the men who come on for the winter.

83199. Before your scheme came in, you had casual labourers, had you not?—That was in this way; we must have our complement of men every day and every night, and a certain number of men on the average would be absent every day, so odd men would attend, waiting for the chance of a job. Then we got rather in a bad way employing a large number of casual men. That we stopped, and now practically there are none.

83200. That is to say, you have decasualised that labour by reason of having a co-partnership arrangement?—Not altogether. We drifted into it. It was a very small thing at one time; then it got bigger and bigger, and at last it got to such an extent that I did not like it, and on talking to some of our people about it, we resolved to stop it, and we have succeeded.

83201. Do you think that where there is rather casual labour it would be possible to make any arrangement by which so much labour, though given in different weeks, would carry with it a certain claim to profit sharing?—I should think you would have to introduce it for the regular labour first. We cannot induce people to introduce where there is regular labour, and there would be greater difficulty with regard to casual labour.

83202. Could it be introduced in the case of the docks for the A. men, that is to say, the top men, who are employed most steadily?—I should think so.

83203. Could it be introduced by degrees to the B. men, as they saw their way to steadiness?—I do not see how you could introduce it in the case of men who are only employed a few days or weeks. Our casual men are winter men employed for several months. We employ more

men in the winter than in the summer, and we admit these men to the system. It does not do them much good, because when they leave in the spring they take their money and go. They only have the half bonus, we do not give them the whole, and I do not believe it does them any good.

Sir G. Livesey
5 Nov. 1907.

83204. They do not return to you again the next winter?—Yes, a great many do.

83205. Next winter do they have a share?—Yes.

83206. What do they do with their share? Do they spend it off hand?—A man comes in, say, in October, and leaves in March. He is allowed to sign the agreement and when he leaves there is a certain amount, half what the ordinary man gets. We say to him: "You can leave it, if you like," and that would tend to secure his work for the next winter; but the great majority of them, in fact, nearly all, take their money and go.

83207. To try and get some kind of steadiness and providence in the case of casual labour, have you any suggestion even to make a beginning in that direction?—I am afraid not. What you have got to do is to prevent the casual labour being introduced. I believe in many cases it could be largely reduced. At the docks a ship comes in, and must be unloaded. A great many men that I knew as boys in the neighbourhood of the gasworks did not care for regular work. In the Kent Road there is a canal, and there are brick barges to unload, and all sorts of things, and these men preferred to get a job to unload a barge at piecework, because they would get a good bit of money in a day or two, and the next two or three days spend it.

How to
decasualise
labour.

83208. Is the difficulty to be left untouched practically until there is decasualisation, because it is interesting to know what is the first step?—The first step is to enlist the sympathy of the employer. The first difficulty is that the employer and workman are greatly estranged, and the employer says: "The less men I can employ the better." Enlist his sympathy and help, and a great deal of the difficulty about casual labour will be overcome.

83209. Apply it to the building trade. In the case of men who follow the job and go through it, not being permanent men, but permanent men for a certain period, do you think with regard to those men the employer would be willing or not to let a system of this kind be introduced?—I am afraid the feeling of the employer towards the men in the building trade is such that it would take a great deal to introduce co-partnership. The building trade has got the hour's pay, the hour's time and the hour's notice; a man in the building trade can be dismissed at any moment on an hour's notice.

83210. That has increased rather than otherwise in the last few years?—Yes; that rule began, I should think, about fifteen or twenty years ago.

83211. Granted that it is a question of a kind of new friendliness as between employer and employed, is there any chance by way of an organised arrangement, through some Chamber of Commerce, or in some other way, of bringing together the interests which if divided lead to distress?—I do not know. I think the first thing is that Parliament should alter its practice; and instead of regarding the employer as the enemy, regard the employer as the best friend of the working man, and try to cultivate that principle. You must bring the two parties together first somehow or other.

83212. In the case of boy labour, is there any representation of employers on such a point as that, submitted either to the Board of Trade or to the Home Office or to Special Committees of the House of Commons?—I do not think it has been done.

General
suspicion
of employers
on part of
Legislature.

83213. In fact, may it be said that the whole of the weight of influence has been thrown on one side?—Yes.

83214. And the employers who, on your evidence, it would seem, have measures in their hands which might relieve distress are unrepresented as taking part in these measures?—Yes, they say the employer or the capitalist is the enemy, and the two parties are so far apart that we have arrived at this unsatisfactory state of things.

83215. And legislation does not meet it?—Legislation does the reverse. The best legislation would be to repeal a lot that has been passed, I think.

Sir G. Livesey.

5 Nov. 1907.

System of dividing the profits in the gas company.

Successful working of the co-partnership scheme.

Summer occupations of men employed in gas works in winter.

Danger of the co-partnership scheme.

83216. (*Miss Hill.*) How do you decide on the share of profits that is allowed the men? Is it so much per cent. on their wages?—Our business seems to be specially made for it. The gas companies (not all of them, but the London gas companies and a good many others) are under what is known as the sliding scale, that is, if they reduce the price of gas they are allowed to slightly increase their dividends, and that has been extended not to the workmen only, but every employee from the highest to the lowest. The bonus is based on the price of gas. For every penny we can reduce the price of gas below a certain figure, the shareholder gets 2s. 8d. per cent. additional dividend and the employee gets 15s. per cent. on his salary or wages. The percentage declared last July was 9½ per cent., but the price of gas has gone up and next time it will be less. The employees who got £45,000 this year will get £35,000 next only, they lose £10,000.

83217. You have more or less been successful, I think, in associating the men in the management of the concern. You have some of their representatives, have you not?—They have become shareholders and invested their property, and they had a natural right to a share in the management, and since 1898 we have had two workmen sitting on the board as directors and one clerk since 1901.

83218. That has worked well?—"Well" is not the word, it has worked perfectly in both companies, the South Metropolitan and the South Suburban. That is with perfect satisfaction to all parties—shareholders, directors, officials, and workmen. The satisfactory thing about it is that the men selected the best men they could find in both companies and when they found them they stuck to them. One retires every year and they always re-elect him.

83219. Then, I suppose, in reference to Mr. Loch's question about these casual labourers, you consider that the first necessity is to get some more harmonious working between the masters and the men. You would suggest that it should be begun with the regular workers, and that if you introduced a co-partnership with the regular workers the men and the masters would come into touch, and then it would be easier to deal with the casual labourer?—I think it must be done that way first.

83220. You would not begin with these most casual people who come and go, but you would try and deal with the others?—I think it would be a mistake to try to bring in the casual labourer first.

83221. You would advance in the direction of least resistance?—Certainly.

83222. (*Dr. Downes.*) Do you know what becomes of your winter men in the summer time?—A good many of them go into the country. For instance, men come from Kent, say; they come at a certain time, about October, and go back about March to their country homes. Then others, in the days when there was a good deal of brick-making in London, would be stokers in the winter and brickmakers in the summer. Others go into the building trade. In our own case, a good many of our men who are stokers in the winter time do other work in the summer, they go out into the streets mainlaying; and again we have a number of tradesmen, a good many are bricklayers, they work as bricklayers in the summer and stokers in the winter, so we manage to equalise that way to some extent.

83223. (*Professor Smart.*) May I ask is it ordinary stock which you encourage your workers to invest in?—Yes, ordinary stock.

83224. I understand that you buy small lots of stock as they turn up before the dividend time comes so as to be ready?—We begin about Christmas time; if it is a rising market we are all right; if it is a falling market it is rather difficult.

83225. Is not your case slightly different from that of an ordinary limited company? Supposing you were the managing director of an ordinary limited company, would you feel justified in encouraging your workers to take shares in your own place?—I have thought of that.

83226. If you were a conscientious man in the present circumstances would you do it?—I should like them to take shares in the ordinary stock in order to create identity of interest, but then there is the risk about it.

83227. Enormous risk. Would not that for ever be a stumbling block to the general adoption of this scheme? the co—Yes, I am afraid it is a stumbling block and a difficulty, but I think it can be overcome; it has been, in fact, in some cases.

83228. You have a kind of partial monopoly in the gas trade?—It is a monopoly as far as the gas is concerned; we have not a monopoly of light, but still it is a monopoly of gas.

83229. Then your position is somewhat assured?—I am not going to advocate, in a red-hot sort of way, its extension to all trades; I should like to see railway companies take it up.

83230. With their ordinary stock?—Yes.

83231. Ordinary stock fluctuates a great deal?—Yes; I am not an ordinary stockholder, but I know something about it, and the educative effect on the workman is very great. He does not understand the risks and difficulties which capital has to contend with until he becomes a shareholder. I think I would do it with the railway. I would put half in ordinary stock and half in some of the secured issues; but I would have them as shareholders in the business somehow.

83232. There is an interesting point I gather from a reference you make; you say less than one-third of the men are now required to make a certain quantity of gas? —Yes.

83233. I think you said there was very little saving in the process?—A good deal of the saving goes in the upkeep of the machinery. It was not adopted for the saving.

83234. That brings out a very interesting point, does it not, that you might be employing two-thirds more men for the same price as now you employ one-third?—Yes; at this moment we should have been employing three times as many stokers as we are now employing.

83235. I think the success of your scheme is owing to this: that you encourage the workers to save their bonus; and to them the bonus always appears as if it were extra money coming in; but if you asked them to make a deduction from their wages they would not do it?—Well, some of them do. There I come to another point about thrift. We give our men an opportunity of saving weekly any amount of their wages from 6d. upwards by a written order to the pay clerk: Please stop from my wages so much a week until further order; and the man signs his name. That is far better than any other system that I am aware of, because it is a sort of automatic saving. The man when he has got a good mood, says: I will begin saving; and then he writes the order; and it goes on week after week. If it were left for him to deposit the money week after week he would say: I want to do something with it this week, and he would miss half his time. A large amount of the money that is invested by our men is saved in that way.

83236. How do you invest that money?—They invest it in stock; out of this stock that was invested just recently £20,000 of it had to be invested according to the rules, but the men doubled that voluntarily.

83237. You do not take money on deposit at all?—Yes, we do, as well.

83238. How do you use that?—We use it in the business and to buy stock. We use some of the money deposited with us to buy the stock for the distribution. Supposing we have £20,000 in our hands at Christmas, or £40,000 (we have more than that, perhaps), and we want £40,000 worth of stock in July, that is the fund which we use; and we allow the men 3 per cent. interest on all that they deposit.

83239. You seem to be operating a very good scheme, but it could be operated in a very illegitimate way indeed in bad hands?—But you must assume honesty.

83240. (*Mr. Loch.*) Taking up a point of Professor Smart's, would it not be possible, in regard to other trades, and other departments of work than your own, to come to some arrangement by which part of what men put by should go into securities?—Yes.

83241. And part into the business?—Yes.

South Metropolitan Gas Work

Promotion of thrift at the gas works.

Possibility of investing part of men's savings in securities.

83242. That would greatly neutralise the evil of uncertainty in a business?—But I would put it into debentures of the business. I should like it in the same business, part in debentures and part in ordinary stock.

83243. (*Sir Samuel Provis.*) Had you to get any statutory authority for the arrangements you made?—I never thought about that; at any rate we are under the audit of the Board of Trade, who have known all about it, and it has met with their approval all through.

83244. You have never had any legal difficulty?—No, nothing. I have been in communication with the various secretaries, Sir Thomas Farrer, Sir Henry Calcraft, and others, and they have known all about it, and I am pleased to say Sir Courtney Boyle and Sir Francis Hopwood have all been sympathetic and helped us in every way. I should like to say a word about the Workmen's Compensation Act, and the question of contracting-out. I mention it because of the question which was asked whether old men are more liable to accidents than young ones. We have had a contracting-out system in force; since the Act came into operation we have kept exact and accurate records of every accident that disabled a man for three days or over. I wanted to ascertain whether old men were more liable to accident than young ones. My own impression was that they would not be, that the old men would be more careful. We were able to ascertain the ages of some 2,000 men who had met with accidents in the last eight years. Then we ascertained the average ages of our men, how many men were under twenty; how many between twenty and twenty-five; twenty-five and thirty; and so on, and divided them up; and we found that the highest percentage of accidents was with men between twenty-five and thirty-five; they then got lower and lower; between fifty and sixty they were lower still. The older they got the less percentage of accidents. That is all set out, and I will send that to the Commission (*See Appendix No. XCVI.*). I think that is the only actual proof extant; I have heard of a good many opinions, but that is a matter of proof.

83245. (*Mr. Lock.*) I think, generally speaking, the effect of the Compensation Act is to show that there is a larger number of accidents where there is legislation?—Yes.

83246. It is markedly so in Germany where the system is very complete?—Yes.

83247. I have turned up, in the Report of the Committee on the Acts, the accident sheet of your own South Metropolitan Gas Company, and it strikes me, comparing the year 1898 with 1903, that each year the percentage of accidents has gone down?—Yes.

83248. So that you begin in 1898 with 6.91; it falls to 5.46 in 1901; and in 1903 it is 4.84?—And in 1906 it was 3.4; less than half what it was.

83249. That is still better. Does it not show that there is, so to speak, an industrial profit made by greater security through the method adopted of profit-sharing?—Our method adopted of dealing with accidents is the spirit of co-partnership. Every accident that happens in our works is enquired into by a jury of twelve workmen. It is not profit-sharing, but co-partnership. We have imported a co-partnership principle into everything so far as possible, and particularly into the question of accidents. I have read a good deal about this, and you may take it roughly that half the accidents are pure accidents for which nobody can be responsible, a quarter are due to the workmen, and a quarter are supposed to be due to the employer. There are 50 per cent. of the accidents you can act upon, and we have tried to do that. At first, when we started our accident fund, there was a great apparent increase. We pay 12s. a week from the sick fund to all men who are incapacitated, but when we started the accident fund the pay for accidents was to be 18s. a week. A great many trifling accidents previously were never reported as accidents at all; the men were incapacitated, and they were on the sick fund, but no record was kept; but as soon as we started the accident fund, to which they made a small contribution, for the slightest accident they made their claims, and the accidents which before had not been recorded, were recorded, and there seemed a big jump. That was the sixty-nine per 1,000 that is spoken of. Then it has gradually gone down.

83250. Practically, therefore, whereas in normal trading accidents have increased, here, at any rate, with all the exceptions which might be stated in the matter, the accidents have gone down?—Yes.

ONE HUNDRED AND THIRTY-FIRST DAY.

Monday, 11th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.

Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
The Rev. H. RUSSELL WAKEFIELD.
Miss OCTAVIA HILL.
The Right Rev. the LORD BISHOP of ROSS.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Miss ELEANOR F. RATHBONE, called; and Examined.

83251. (*Chairman.*) You have been good enough to prepare for the Commission a Statement on the subject of casual and dock employment in Liverpool, and on the unemployment of women; and I think you are also prepared to lay before us a Report by Miss Phelps in connection with under-fed school children in the dock district of Liverpool?—Yes. (*The Witness handed in the following Statement and Report.*)

1. For the sake of brevity, the following memoranda

are expressed somewhat dogmatically, but the sources of statements are indicated when possible. The opinions expressed are based on experience gained:—in the course of an enquiry into the conditions of dock labour (1900 and subsequent years); as friendly visitor for the Central Relief Society for ten years (latterly on two district committees); as hon. secretary of a small women's industrial council (eight years); as chairman of a small registry and apprenticeship committee (three years); as member of the Liverpool Distress Committee.

Miss Eleanor F. Rathbone.

11 Nov. 1907.

Experience of witness.

Miss Eleanor
F. Rathbone.

2. I propose to speak only of unemployment among—
(a) Casual (especially dock) labourers ;
(b) Women.

11 Nov. 1907.

Casual Labourers.

Scope of
witness's
evidence.
Casual
labourers
and under-
employment.

3. The term unemployed is not strictly applicable to casual labourers. A man engaged by the day or less cannot be said to be "out of employment" in the usual sense, since he is never "in employment" except during the hours when actually working. Probably very few able-bodied casual labourers really seeking work remain for long spaces of time without obtaining occasional jobs. The problem therefore is rather one of "insufficient employment" than of "unemployment," and this insufficiency exists in all degrees.

Extent of Insufficiency.

Difficulty of
estimating
extent of
under-
employment
in Liverpool.

4. No figures exist in Liverpool to my knowledge by which this insufficiency can be accurately and arithmetically measured. Numerical estimates have been from time to time put forward by certain trades union officials, and philanthropic gentlemen, but the evidence for such estimates not having been given, I regard them as practically worthless. The fluctuations in the labour, and the fact that each individual may work for a number of different firms, make the state of the labour market much more difficult to estimate than in the skilled trades, and make calculations based on general impressions especially misleading.

Sources of
info.mation
as to under-
employment
in Liverpool.

5. The figures known to me that bear on the point are the following:—

(1) (a) Poor Law Returns ; (b) Distress Committee Returns ; (c) Applications to Central Relief Society. As this society works over nearly the whole city and deals with many cases of unemployed casual labourers (especially in its Chip Yard), its figures may be some guide to amount of distress in the city at a given time, but are apt to be affected by irrelevant causes (*e.g.* the removal of an active biblewoman may cause a falling off in a particular district, which the "friendly visitor" mistakes for a decrease of distress).

(2) In December 1905, the Central Relief Society obtained from a large number of employers returns giving the number of men taken on by them on a single given day and the number (approximate) who left their stands without obtaining work. (For results, see Mr. W. Grisewood's Memorandum, Vol. IV., p. 63, Q. 37105 (5).)

(3) In 1900-3, an enquiry was undertaken into the conditions of labour at the docks, and among other information, returns were obtained from nineteen firms estimated as employing about one-half of the total number employed in loading and unloading cargo, showing the number of men employed by them daily during 1899.

6. The pamphlet containing the result of this enquiry is appended (*see* Report on an Enquiry into Conditions of Labour at the Liverpool Docks, by E. F. Rathbone and G. H. Wood, Northern Publishing Company, 20, Brunswick Street, Liverpool). The information it contains applies in the first instance to dock labourers (stevedorage and portorage), but I have been informed by those acquainted with warehouse labour that most of the statements in it, with regard to (a), the method of "taking on" men ; (b), the casual and irregular nature of the work ; (c), the evil effects of the irregularity, apply equally to warehouse labourers. The latter are paid slightly less (4s. per day instead of 4s. 6d. and 5s.) ; the time of "taking on" is not so uniform (generally later) ; there is probably less overtime and night work.

7. More accurate information with regard to warehouse labour, especially in up-town warehouses, would be of interest, as comparatively little public attention has been directed to this subject.

Extent of
unemploy-
ment among
casual
labourers at
Liverpool
Docks.

8. The principal points in the pamphlet bearing on the extent of unemployment among casual labourers may be thus summarised:—

(a) Assuming these returns to be sufficient in quantity and quality to be taken as typical of the work of the whole port, it was calculated:—

(1) That the average number employed daily during the three slackest months (summer) of the year was between four-fifths and five-sixths of the number employed daily during the three busiest months (winter).

(2.) That the number employed on the least busy day of the week was usually about three-fourths, sometimes only two-thirds, of the number employed on the most busy day, *i.e.*, the daily fluctuations were more violent than the seasonal fluctuations.

(3.) That assuming these nineteen firms to form one labour market with labour perfectly mobile over that market, and assuming the work to have been distributed among the smallest possible number of men, so as to give regular employment to as many as possible of them ; about 61·2 per cent. of those employed could have worked quite regularly, *i.e.*, for five days and upwards per week ; 4·7 could have been employed for four days a week ; 5·05 for three days a week ; 4·2 for two days a week ; 5·75 for one day ; and 19·1 for less than one day per week.

9. These returns may be taken as affording a rough gauge of the extent to which the demand for men at the docks fluctuates. In estimating their relevancy however to the question of the extent of unemployment the following facts must be borne in mind:—

(a) There is, especially in some firms, a very large amount of overtime and night work, which being as a rule performed by the same men who have been working throughout the day makes no show in the returns. Of this it seemed impossible to get any statistical account, except from a very few firms. I think it however not impossible (though doubtful) that the proportion of overtime and night work is sufficient to make four (so-called) days at the docks (instead of five as calculated above) equivalent on the average both in physical strain and in wage received for a full week without night work, and on this basis of calculation the proportion of men who could have been regularly employed would be somewhat higher than that given above.

(b) The above returns were from nineteen firms only, not from the whole port, and further no account was taken of the extent (very difficult to ascertain) to which men may eke out dock labour with labour in the warehouses. It is possible that complete returns, embracing all dock labourers and all labourers employed in warehouses near the docks, would show a larger percentage of *possible regular employment* (owing to busy times in one kind of work balancing slack times in another), in spite of the fact that the firms making the returns were the larger and therefore more regular employers.

10. On the other hand, there can be no question that the actual irregularity of employment is very much greater than indicated by the above figures. So far from its being true, as there assumed, that "labour is perfectly mobile over the port and is distributed so as to give regular employment to as high a percentage as possible of those needed," the following is the system actually pursued:—

(i) The south-end firms mostly recognise the union, the north-end firms mostly do not ; for this reason and from the distance, men rarely go from one end to another. Coasting-trade men, employed on somewhat different conditions, also keep mainly to that class of work.

(ii) Each employer holds his separate stands (one for stevedorage, one for portorage) precisely at the same hour, *viz.*, 6.45 a.m., and 12.45 p.m., so that there is no time for men not wanted at one stand to go to another. There is no intercommunication between the stands and men have nothing but rumour and the newspapers to tell them what ships will be in and how many men will be wanted at each. Employers opposed to the introduction of more systematic methods maintain that dockers acquire a kind of infallible instinct which guides them on these points.

(iii) The policy (or perhaps more truly the instinctive practice) of most employers, so far from being that of reducing the amount of casual labour, rather aims at keeping at the docks enough men always hanging about the dock to meet the demands, even at times of exceptional pressure, and without any

Extent of
unemploy-
ment among
casual
labourers at
Liverpool
Docks.

System of
employment
at Liverpool
Docks.

more effort at organisation than is indicated above. With this view, they "share out" the labour. See Report of Commission of Enquiry into Unemployed, Liverpool, 1894 for evidence on this point, e.g., Mr. Brice, head warehouseman, Mersey Docks and Harbour Board, after stating that there was a permanent surplus of supply over demand, and testifying strongly and feelingly to the distress among the unemployed, said:—"If we had twenty men applying and had only work for ten, we would divide the work among the twenty as fairly as we could. *It is of the utmost importance that we should keep the best men at the docks and not allow them to wander.* We would keep the same men on the one job, and then give the other men the next job."

11. There can be no doubt that some employers genuinely believe themselves to be philanthropically "giving each poor fellow a chance" in pursuing this vicious system. At the same time, it is necessary to employers to keep "their own men" (i.e., those who are well known to them and who regularly "follow" their work) by them by giving them a preference and a good share of work. Three or four firms do this by means of regular numbered preference lists; the rest trust to the personal knowledge of the foreman.

12. In view of these facts, I incline to think that the estimate most often given me by wharfingers, employers and labourers, "that the average employment of a docker is about three days a week" may not be far from the truth, but that it is probably rather an over-estimate than an under-estimate.

13. As a central relief worker, most of whose cases have been those of dock-labourers, I have come mainly across a class of docker whose average is certainly less than that, i.e., a half to two days a week, eked out by earnings of family and help of neighbours.

Under-
employment
at docks
due to system
of not to
tide
depression.

14. To sum up, it is my strong conviction, based partly on facts set out in the pamphlet summarised above, partly on impressions too numerous to mention, that there is in Liverpool among casual labourers a very large amount indeed of insufficient employment and that this is mainly due to the conditions of employment and not to any temporary depression of trade.

15. This conclusion is I think borne out by the statement made to the recent Conference on Dock Labour (called by the Distress Committee) by all the employers of labour who spoke on this point, viz., that the "Surplus Stands" which it was proposed to establish would be quite useless, because employers were practically never short of men. If this statement is correct, in face (a) of the haphazard and chaotic system of distributing the labour described above, (b) of the alleged failure of a large proportion of even the best dockers to turn out on Monday morning, and of their frequent abstention from work on drinking bouts;—then it can only be because the permanent surplus is a very large one.

16. I may add, that in course of the special enquiry and of general work I have never met an employer, wharfinger, labourer or philanthropic worker who denied the existence of this large permanent surplus. A few employers, however, have often complained bitterly of frequent shortage on Mondays and at holiday seasons, although at the Dock Labour Conference they did not testify to this, perhaps from reluctance to differ with their colleagues.

Effects of Insufficient and Irregular Employment.

Effects of
under-
employment
and casual
labour system
in Liverpool.

17. It would be difficult to speak too strongly of the evils of casual labour, its irregularity being, I think, an even worse feature than its insufficiency. But as most of these evils are familiar and of general application I will note only a few miscellaneous points bearing on Liverpool.

18. The system of dock and warehouse employment described as above offers practically no inducement to sobriety or steady industry. A man who absents himself on a drinking bout has when he returns (except in a very few firms) just as good a chance of being taken on (if physically fit), since there is no proof that he was not working elsewhere.

19. A return from the friendly societies and principal local tontines of the number of casual labourers

(if any) on their books might be of interest. My impression is that the membership of a regular friendly society is almost unknown among such labourers, and that membership even of a tontine is the rare exception. During ten years as a central relief visitor, I only remember one case of a casual labourer who belonged to a sick club of any kind (except corporation labourers, who are compelled to belong to one).

20. For instances of the extraordinarily long hours sometimes worked at the docks and the violent fluctuations of wage, see my "Report on Dock Labour Enquiry" pp. 36, 37. These instances are necessarily confined to the highest class of casuals, these being the only ones who practically confine themselves to one firm.

The long hours (varied by bouts of dissipation) are said to produce premature old age. Statistics of the age at death, proportion of insanity, and deaths in Poor Law institutions, would be interesting in this connection.

21. The effects of the system on the domestic economy of casual labourers' homes deserves special attention. From personal observation and statements made to me by many persons, I gather that it is a very usual custom among working class families to give a fixed sum per week to the wife for household expenses. When the wage is fluctuating, this sum tends to sink to the smallest amount usually earned, all above this sum being spent by the husband on his pleasures. All witnesses testified to the large amount spent on betting and drink. On the other hand, it was said by several witnesses that in the better sort of families the wife received all earnings and gave the husband what she thought fit.

22. For evidence of the demoralising effect of casual labour on family life, see "Report of an Enquiry into condition of Underfed Children in the Dock District of Liverpool," by Miss Cicely Phelps (copy appended, see paragraphs 33—70 of this statement.) The families reported on were referred to the investigator by teachers at two of the poorest council schools (Ashfield Street and North Corporation), as being cases of chronically underfed children requiring free meals, no account being taken by the teachers of the occupation of the parents. The result showed that of the total 107 families so referred.

Forty-five were children of casual dock labourers (including thirteen artisans who had drifted to docks).

Twelve were children of carters.

Thirteen were children of jobbing labourers.

Sixteen were children of labourers in mills and foundries.

Seven were children of seamen.

Six were children of hawkers.

Eight were children of widows.

i.e., All but seven (seamen) were probably children of casually employed persons (I include the widows, because they are rarely in Liverpool employed at anything but casual work such as charring or slop-sewing for shops, and the labourers at mills, and carters, because they are, I believe, usually though not always paid by the day).

23. The reaction of casual labour on higher grades of labour requires special notice. The knowledge that in Liverpool "there are always the docks (and other forms of casual labour) to fall back upon, and that at the docks neither character nor intelligence, nor training nor steady industry are asked for or needed," has a demoralising effect on all classes of manual workers, especially on boys and young men with an inclination to unsteadiness. The gambling element in the work and the charm of earning very "big money" at times of pressure has an undeniable attraction for them and makes the work, e.g., of the registry and apprenticeship committee, with which I am connected, very uphill, i.e., boys dislike to be bound, won't give time for nothing, etc. (It should be added that there are difficulties in getting employers to accept apprentices on terms we think satisfactory, even when the boys are forthcoming.)

Remedies for Insufficient Employment.

24. No remedies seem likely to be of any appreciable good which do not affect the conditions of employment described in the foregoing. Relief works (as hitherto carried out in Liverpool by the boards of guardians and the distress committee) seem likely only to perpetuate the surplus of labour by encouraging immigration from

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Effects of
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in Liverpool.

Effects of
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and distress
committee's
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Liverpool.

Miss Eleanor F. Rathbone. Ireland, and by discouraging emigration. They may, however, have a limited use as a means of (a), sifting and training and toning up applicants for emigration and migration and private situations obtained through the Labour Bureau; (b), dealing with the *skilled* workmen in *exceptional* distress.

11 Nov. 1907. Mr. Charles Booth's Classification of Labour Scheme : objections of employers, trade unions and workmen.

25. The remedies which seem to me most hopeful are :—
(a) The adoption of the scheme known as "Mr. Charles Booth's Scheme for Classification of Labour" (printed by the Liverpool Distress Committee). (See the Appendix to the Report by Messrs. Jackson and Pringle, p. 342, and Mr. James Sexton's evidence, one hundred and thirty-second day. Q. 84125.)

So far as I can judge, the prospects of the adoption of this scheme on a large enough scale to effect much good are not at present at all hopeful. The principal obstacle seems to be that, although not a single valid objection to its "workability" has, I believe, been brought, none of the three parties principally concerned really want it.

(1). The employers (with the exception of a few interested from the humanitarian point of view), are afraid of anything that might diminish the supply of labour; their foremen and wharfingers are apt to dislike anything that is new and may be troublesome to work.

(2) The trades union officials probably perceive that in the formation of "rings" (see Scheme), the non-union firms and the union firms would probably (for convenience in working) form separate combinations and they appear to object to anything which tends to segregate the former. They claim to act as a labour bureau and are unwilling that their function in this respect should be shared by any "Central Office" system.

(In saying this, I am merely giving my personal interpretation of what I gather to be the attitude of their representatives on the Dock Labour Conference).

(3.) The rank and file of the men have a natural fear of being individually themselves the victims of any system which aims at reducing the surplus labour. They would, however, welcome a scheme which shut the door on new-comers. The youngest and best paid men like the "freedom" and excitement of the present system and are afraid that by means of the "preference lists" pressure will be put on them to turn up on Monday mornings, etc.

The chief hope of success seems to be that a few experimental "rings" may be formed by public spirited employers and that the effects in improving the *quality* of the work may be sufficiently marked to overcome the average employer's fear as to possible diminution in the supply of labour.

(b) *Emigration and Labour Colonies.*—Of real though limited utility in reducing the surplus. Would be especially necessary if Mr. Charles Booth's Scheme came into effect, as a means of dealing with the "squeezed out."

(c) *A reduction in the amount of night-work and overtime.*—This might be effected either (1), by regulations (either legal or trades union or by agreement among employers) limiting the number of consecutive hours which an individual may work; or (2), by spreading out the work rather more evenly and thinly over the week.

Both these methods, but the latter the most, would affect the problem of *insufficient employment* by making the work more regular.

I venture to suggest that this "remedy" requires special attention, as it has been comparatively little discussed, and I think agreement between employers and trades union officials would be more easily attained than in the matter of classification of labour.

26. The following are my impressions, but more evidence from employers, etc., is desirable :—

(1) *As to the limitation of hours of consecutive work.*—Most employers cordially dislike excessive overtime as *expensive, inefficient, and dangerous* (leading to claims for compensation). The trades union dislikes it as *unhealthy*, and as *giving certain men more than their share*. The custom finds few defenders, except young, strong men who like it *because of the high earnings*; also because of *long usage*.

The Resolution passed (unanimously and almost without discussion) by the Dock Labour Conference (November, 1906) limiting spells of work to twenty-four hours is a step in the right direction but *inadequate*, and likely to be a dead letter unless it can be enforced.

Shifts of men seems a more efficacious remedy. The need for continuity in the work could be met by breaking half the gang at midday and half at midnight.

(2) *As to spreading out the work more evenly.*—Some employers have told me that they believe the high pressure at which ships were worked and the great amount of overtime to be not really called for by the necessities of the trade but due partly to bad organisation; partly to pressure of competition which might be met by an agreement among shipowners.

In view of the fact that such an agreement could at best only include *Liverpool shipowners* and could be broken down by competition from other ports, it would seem that the case could best be met by *legal regulation of the hours of labour at docks, etc.*, and that the case for interference is strong enough to call for this measure.

27. Finally, I wish to say, although with a strong sense of the temerity of expressing an opinion on so limited an experience, that the evils of the present system of casual labour seem to me so great and the chance of the above-mentioned remedies being adopted on a sufficiently effective scale seems so small, that in spite of a strong bias in favour of individual effort I have been driven to the conclusion that the final remedy lies in the taking over the whole work of loading and unloading ships in the port by the corporation, or the Mersey Docks and Harbour Board, or some other public body with a representative element.

UNEMPLOYED WOMEN.

Extent of Unemployment.

28. The extent of unemployment among women cannot be measured by the number of applications to the distress committee. The fact that women can register seems very little known among unemployed women, most of whom are of stay-at-home habits. As evidence of this I noted in the last list of female applicants that out of eighteen names (representing several days' applications) three came from one street and four from one house (a boarding-house), showing that the knowledge of the register is confined to small patches. The knowledge of it is evidently spreading, as the number registered this session since October is already nearly as large as the total for the whole of last session.*

29. The percentage of occupied women in Liverpool (50·2) is much less than that of most Lancashire towns. This is probably due to the small number of occupations open to women. Young girls if strong and quick seem to find it fairly easy to obtain unskilled work in factories, although at very low wages and with periods of slackness. But there is only one skilled factory trade in Liverpool (cigar-making) which employs any considerable number of married women,† and of unskilled factory trades, "hemp and other fibrous material," i.e., principally rope-making and sack mending, is the only one which employs any large proportion of married women (total married, 629, i.e., 38·4 of total employed). (See Census; also Report on Women's Industries in Liverpool by A. Harrison, D.Sc., Liverpool University Press.)

30. The only occupations open to the great body of elderly women (excluding domestic service) are the needle trades, washing, charring, and office-cleaning. The three last occupations, as requiring no previous training, are very greatly overcrowded, and there is, I believe, a very large amount of unemployment, including even many sober, industrious and capable women, among applicants for this kind of work. In 1905-6, out of 172 women registered, 119 entered themselves as charwomen. In connection with the distress committee, and also with the Association of Trained Charwomen, I have been struck with the high level of many of the applicants. More cases of severe and undeserved poverty seem to arise among this class than in any other known to me.

31. Another class for whom it is difficult to find occupation here is that of young girls too superior for the

* Written in December, 1906.

† Total number of married employed in tobacco manufacture, including cigars, 334 at last census.

Value of emigration and labour colonies.

Importance of reduction of overtime and night-work.

Opinions as to limitation of hours of work at docks

Possibility of spreading work at docks more evenly.

Real remedy for evils of dock system.

Unemployment among women at distress committee

Women's occupations in Liverpool

general run of factories, the few factories patronised by superior girls (e.g., Johnson's Dry Cleaning, Hudson's Dry Soap Works) have long lists of applicants for admission. There are no trades except the needle trades which can be recommended to girls of this sort, cigar-making, though skilled and well-paid, is considered too rough by careful parents.

REMEDIES.

32. I consider that there is a very great need of—

(a) Trade schools for girls, on the model of the *Ecoles Professionnelles* of Paris, and the experimental schools in dressmaking, waistcoat-making and upholstery at the London Borough Polytechnic. These should take the girls on leaving the elementary schools and give a complete one or two years' course. The subjects tried at the Borough seem also the most suited to Liverpool conditions, with the addition perhaps of training as children's nurses. None of these trades seem overcrowded in their highest branches, e.g., one of the most fashionable tailors informed me recently that he had to send most of his white waistcoats to be made in London, owing to the scarcity of really competent Liverpool vest-makers.

(b) Technical classes of a very thorough and strictly trade character for older girls and adult women. The classes now established are intended almost entirely for domestic use, and are not sufficiently thorough for women wishing to earn their living by the occupation taught. Such classes would have for object—(1) to improve the skill of women already in the trade and thus qualify them for better-paid work. In most of the needle trades, and in laundry work, the unskilled branches are greatly overcrowded, but there is plenty of room in the higher grades, e.g., washerwomen are abundant, but skilled ironers scarce. A recent advertisement for a woman to run a small hand-laundry, wages £1 a week and a cottage, did not bring a single thoroughly skilled applicant. Again, the Needlewomen's Institute, Great Orford Street, suffers from a chronic scarcity of workers able to make really fine underlinen, etc., but has far more applicants for work in Class 3 (poor clothes, etc.) than it can find room for.

(2) To teach a means of livelihood to young widows and other women with dependents. This can best be done in domestic subjects (cooking, or washing and ironing, or plain needlework). The experience of the Association of Trained Charwomen shows that such courses are of real benefit to these women in enabling them to get something better than the roughest class of charring. A respectable working woman has already an elementary knowledge of such subjects, but needs some special instruction before she is fitted to take work in gentlemen's houses, or to follow any branch of needlework as a trade. There is a good demand for daily workers who besides cleaning can cook or iron or wait at table.

(c) The migration of young women and girls, or of widows with families of girls, to the factory districts. This has for many years been carried out systematically by the Central Relief Society. There is a great demand for such labour in the factory districts at present, but very few such women and girls can be persuaded to go, their reluctance seeming mainly due to a vague dread of the unknown. I think that the boards of guardians should refuse outdoor relief to suitable cases who refuse to migrate with no better reason than a dislike of change; such women should not be kept in Liverpool at the ratepayers' expense.

(d) I think that the scale of out-relief adopted by the three boards of guardians in the Liverpool area (1s. per child) is too low in view of the above-mentioned scarcity of employment suitable for widows, and of the low rate of wages. The total family income (earnings plus out-relief) is in most such cases known to be quite inadequate, and the result is underfeeding and low physique of both mother and children. I have noticed this among some of the most thoroughly industrious and deserving members of the Association of Trained Charwomen. I think that the treatment of respectable widows ought to be made an entirely separate department of Poor Law administration, and that no stigma should attach to applicants under this department.

COPY REPORT OF AN ENQUIRY BY MISS PHELPS IN CONNECTION WITH UNDERFED SCHOOL CHILDREN IN THE DOCK DISTRICT OF LIVERPOOL.

33. This enquiry was undertaken with a view to ascertaining the conditions prevailing in the homes of those

children attending the elementary schools in the district, who appeared to the teachers either underfed or neglected. Miss Eleanor F. Rathbone.

34. Though limited in extent, the enquiry in each case was thorough, and in many instances the families have been kept under observation for some weeks, the conditions of life and means of livelihood carefully noted. 11 Nov. 1907.

35. The district is thickly populated, lying close to the docks at the north end of the town. There are a number of warehouses, mills and foundries also near, which employ a considerable amount of labour. The streets are narrow, composed of small two-storied houses, with cellars below the street level, while numerous courts run back from their narrow street entrances. The wider streets have a quantity of small shops for providing the necessities of life and public houses are numerous. There are also several blocks of dwellings erected by the corporation. The poorer streets are inhabited by the casual labourers, two or three families to each house, with the cellar, generally consisting of two rooms, let separately. General conditions of streets and houses in the district.

36. The houses in the better streets are taken by well-to-do artisans whose children attend the same schools as their poorer neighbours. These children, with good home conditions, pass more rapidly through the school standards than those whose family fortunes are less assured and it is usual to find the better class children gathered in the upper standards while the poorer class remain in the lower rooms till they leave school at the earliest possible moment.

37. It is, of course, unsafe to generalise on too limited an amount of evidence and the number of cases (107) is too small to lay down many definite facts.

38. The general features, however, prevailing in the homes of these neglected or underfed school children are strikingly alike in all the families visited.

39. There is an absolute lack of organisation in the family life. It seems to be entirely absent under conditions where careful and minute organisation of the family resources is more essential than anything else. Existence drags along anyhow, the hours of work, leisure and sleep are equally uncertain and irregular. There is no attempt, scarcely a possibility, of thrift, nor is any forecast made for the future of either the parents or children. The pressure of daily cares and needs is heavy enough and seems to crush out all ambition, leaving a dull content with the present circumstances. Family life in dock district of Liverpool.

40. Parental responsibilities are lightly undertaken and often seem to be scarcely recognised, a fact the children are not slow to recognise as they grow up.

41. The whole standard of life is low and seems to drift along without pursuing any definite course.

42. In searching for the causes of this general want of decision and organisation, we come on an important feature in the employment of labour in Liverpool, which no doubt bears largely upon the fact in question. The enormous amount of casual labour has an exceedingly bad effect on the character of those thus employed. Effects of casual labour system at the docks.

43. The irregularity and uncertainty of the weekly work and income act in the most demoralising way. It weakens the desire, and finally the ability to undertake regular work. The loafing habits that it entails undoubtedly lead to more gambling and drinking than need otherwise go on, and lastly it has a deplorable effect on the children of the casual labourer, who are quick to follow the parental example, and decline to take up regular work or learn a trade when they leave school.

44. In Liverpool, of course, the docks stand first as a great centre for casual labour; the high wages paid for practically unskilled work attracting men from all the country round.

45. This great pool of casual employment seems to spread the contagion of irregular work to other employments formerly more regular and gives to Liverpool the not altogether enviable reputation of being the easiest place in the North of England in which to find work. All the unskilled labour at the mills and foundries can eke out its existence by going to the docks during the periods of unemployment, while the large amount of surplus labour there makes even the dock work more spasmodic than formerly.

46. The men employed at the docks may be roughly classed as follows:— Classification of men employed at docks.

(a) The regular staff always employed.

(b) The labourer, well known to the foreman of particular firms. He obtains regular work for four or

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five days in the week and is usually a member of the Dock Labourers' Union.

(c) The casual dock labourer; a large and varied class with which this enquiry has necessarily more to do. It consists of men who are satisfied with two or three days' work a week; labourers from other trades; countrymen who have come to try their fortunes in Liverpool and artisans, failures in their own trades, who have drifted into the dock work.

(d) The regular loafer, who goes to the docks occasionally, spoils the week's work for a better man and will not work unless under pressure of exceptionally hard circumstances.

Cases enquired into by Miss Phelps.

47. Of the 107 cases before alluded to, forty-five belonged to Class (c) while the remainder could be divided as follows:—

Carters	12
Jobbing labourers	13
Labourers in mills and foundries	16
Seamen	7
Hawkers	6
Widows	8

48. Out of the forty-five cases in Class (c) thirteen were artisans; men who through misfortune or their own fault had lost their own work and drifted to the docks. Some of the worst cases of neglect came from those families who had known better days but had slipped into absolute indifference regarding their own or their children's future.

49. The wages of the casual labourer at the docks are 4s. 6d. or 5s. a day. Two or three days' work a week will bring in 9s. to 13s. on which to maintain a wife and family of five or more children.

50. Carters.—The work of carting the materials of all sorts brought by the steamers to the railways and warehouses is naturally largely dependent on the supply of work at the docks. Closely connected with the dock labour, it is almost equally casual and there seems to be a tendency for it to become still more so, owing to the increased closeness of communication between the docks and railways.

51. Wages seem to have risen while work has become more irregular. The wages for four weeks give the following fluctuations: 1st week, 9s.; 2nd week, 4s. 6d.; 3rd week, 2s. 6d.; 4th week, 9s.

52. The unskilled labourers in various other employments in Liverpool such as iron foundries, gas works, sugar, flour, oil-cake mills, and also the jobbing labourers who attend to small repairs in the plumbing, painting and building trades are in much the same position. The wages of 16s. to £1 1s. a week will not go far when in addition to the weekly expenses, it has to cover two or three weeks' living while out of work, only eked out by an occasional day's work at the docks. These conditions occur constantly; the casual element has entered into each of these employments, and rendered them uncertain and irregular, liable to sudden rushes of work with longer intervals of slackness or working on short time.

53. Seamen.—Neglect of the children in cases where the head of the family is at sea seems to be more often due to carelessness and want of forethought than anything else. The wages are £4 a month and arrangements can generally be made for the wife to receive some portion of this during her husband's absence. The total desertion of the family is, unfortunately, not uncommon, when the wife is left totally unprovided and has to struggle on as best she may.

54. Hawking.—This is the most precarious and uncertain of employments. Those who rely on it as their sole means of subsistence are often very hardly pressed, particularly during the winter months. The vegetables, fruit, fish or flowers are bought early at the market and taken on a barrow round the streets: 2s. a day, with 5s. on Saturdays seems to be a good week's takings during the winter, and in a month the weekly income shows considerable variations: 1st week, 15s.; 2nd week, 7s.; 3rd week, 4s.; 4th week, 10s.

55. There are numerous supplementary means of street hawking; ice-cream supersedes the vegetables during the summer, matches, paper fans and flowers, bundles of firewood, and newspapers. The sale of papers is chiefly confined to boys of twelve to sixteen years of age, some of whom make a good sum in this way. Both parents and schoolmasters unite in condemning the practice, as the boys become wild, undisciplined, and quite unfitted to settle down to the monotony of regular work.

56. Widows.—The condition of those women who have lost their husbands and are left with a large family of

children, is particularly difficult in Liverpool, owing to the absence of any employments suitable for them.

57. These women are generally quite unskilled and their only means of livelihood lies in doing rough washing or charring, a profession so overcrowded that its wages are reduced to a minimum.

58. If there are more than one or two children parish relief is obtained, to the amount of 2s. for each child below the age of fourteen years, and this, with the addition of 3s. to 5s. a week from work enables the family to exist in some sort till the children, on leaving school, are able to improve its financial condition.

59. As will be seen from the above examples, the wages are in all cases irregular and uncertain, and there is no doubt that this fact conduces largely to the general low standard, and want of organisation now so prevalent in the casual labouring class. The household difficulties are enormously increased and purchases have to be made in the smallest possible quantities. For instance, 8s. 4d. was earned in one week in the following way: Monday, a whole day's work, 5s.; Tuesday, one hour, 8d.; Thursday, four hours, 2s. 8d. When the money comes in such small, uncertain amounts, it would be difficult for the most thrifty house-keeper to expend it to the best advantage. It cannot be too clearly stated that a small regular wage is of far more importance than a larger one, irregular and uncertain. In these households more than in any others, a heavy responsibility rests on the wife. It is a serious thing to find this responsibility held so frequently in such light esteem, while the habit of drinking amongst the women undoubtedly leads to more neglect and suffering for the children than anything else.

60. On her part, it must be said that her work is of a kind that is never done. Upon her falls the care and up-bringing of a large family and the whole work of the house. She has to expend the small wage to the best advantage, to interview landlords and school authorities, in fact, to manage the whole of the family affairs,—a heavy task for a woman, often weak in health, and worn out with years of overstrain and hard work.

61. The home conditions may be roughly sketched: two or three rooms are inhabited by a man, his wife and five or six children, all under fourteen years of age. The bedrooms have one bed in each, upon it a dirty mattress and possibly a few old clothes as covering. The room is close and unventilated, as the windows are shut, and every crack blocked up to keep out the cold air. The children get what rest they can, huddling together for the sake of warmth, and rendered restless by their dirty condition. The kitchen and living room is furnished with a table and chairs, the rest of the furniture having been sold under the pressure of a period of out-of-work. There are few, if any, utensils for cooking or washing purposes, a few plates and dishes, a kettle and frying pan constitute the whole of the household stock. The children's clothing, an important matter with regard to their health, is absolutely neglected. The garments are seldom, if ever, mended or washed. Pins take the place of buttons and hold together every rent, while a pinafore or overall covers up deficiencies, and gives a tidy appearance at small cost.

62. The important question of food reveals a state of ignorance as to a suitable diet for children. Bread, butter and tea is the only food taken in many families for several days at a time, and in each case it occurs with monotonous regularity. Bread and tea for breakfast, bread, butter and tea for dinner; if milk is used it is the condensed variety, fresh milk is out of the question. The evening meal is the largest in the day. The labourer comes in from work and a dish of scouse (a kind of stew chiefly of vegetables, with a little meat), or hot pot is provided with the usual accompaniment of bread, butter and tea. Fish is eaten to some extent, but children frequently dislike it, and porridge is not much used for the same reason. A large amount of money, comparatively, is spent on tinned foods, brawn, and food already cooked, to save the time and trouble of preparing it. The food is bought from the numerous small shops in the neighbourhood, who give large credit, and after a long space of out-of-work, these debts hamper the family for months. It is indeed difficult to see how they may be avoided. The rent of Household 3s. to 5s. must be met each week. One shilling goes in expenses. fire and light and 10d. to 1s. to the insurance society. When these expenses are paid, there is a very small balance left from the incomes given above. It may

Wages of casual dock labourer.

Condition of carters in Liverpool.

Conditions in various unskilled trades in Liverpool.

Seamen.

Hawkers.

Condition of poor widows with children.

Effects of irregularity of earnings

General conditions of the home in dock district of Liverpool.

Food.

Household

be asked how these families continue to exist under such circumstances, but in so close a community there are many and various sources of help. The pawnbroker is an important feature in the lives of the more thriftless and improvident. One unfailing source of help is that of neighbours and friends. They know the circumstances of the family as no outsider can hope to know them, and time after time come to the rescue, helping with food, shelter, clothing and attendance as the case may require. It is to this source that application is made in any slight difficulty, and it is only under more serious pressure that help is asked, either of the clergyman or other religious workers in the district, or else application is made to one of the numerous charitable societies that distribute relief in food or clothing.

63 Forty-eight cases had received charitable help of some description within the last two or three years, twenty-two had received or were receiving help from the Poor Law authorities, and thirty-seven had either no help, or would give no information on the subject.

64. In some cases the Poor Law is a frequent source of help, but there is generally a prevailing dislike to an application for its assistance,—a dislike, however, which in no degree extends to its institutions for the care of sickness.

65. There is a certain amount of overlapping in the work of charitable societies and the Poor Law, sixteen cases had had assistance from both at no distant intervals, and in one example a family received help from the Central Relief Society, the clergyman of the parish, the Police Aided Clothing Association, the Hot Pot Fund, and finally the parish authorities in the space of four months.

66. Friendly societies of all kinds are conspicuous by their absence. In Liverpool the existence of so much casual labour has crushed the movement in this direction.

67. A tontine or sharing-out club is the most that an average casual labourer can afford in the direction of thrift, and the subscription to a larger friendly society is far too high for him. The insurance society is the only form of thrift that is in general practice. Twopence a week for each adult, and 1d. for each child provides a sum of £3 to £12 at death, when the whole of the money is often spent on a costly and elaborate funeral.

68. The hospitals and dispensaries are largely used, and are of the greatest value to this crowded district, where the proper treatment of the sick at home is an impossibility. The work of the two nursing societies, the Ladies' Charity and District Nurses' Association can hardly be over-estimated, not only in the help and comfort they bring to the sick at home, but in the educative influence that they are able to bring where it is so much needed.

69. This brings us to the root of the matter. The under-feeding of the children is but a part of a more important feature of the life in this district. The children's health is affected by many different evils, overcrowding, want of sleep, dirt and general irregularity of life. The prevailing ignorance of the simple laws of health and physical welfare must be cured before we can hope to see much improvement in the children's condition.

70. With a more wide-spread knowledge of the laws of physical health, a demand for better conditions and a raised standard of life may be expected to cure this evil which has, as its root an overwhelming ignorance and apathy.

83252. (*Chairman.*) Your paper is a very able and interesting one, and a great deal of it has been corroborated by other witnesses. I do not propose to put to you questions on those matters which are endorsed by other witnesses; but I should like to ask you a few questions upon points upon which I think you can speak with special authority. You commence your Statement by saying there is some little difficulty in getting reliable data?—That is so, and it is owing to the conditions of the employment.

83253. You have evidently endeavoured to make the best of the material which is available; and in Paragraph 8 you have drawn certain conclusions from that material. I will first ask you this general question: When employment at the docks is at its height, are there any number of dockers who are unemployed?—That is a question about which there is a good deal of difference of opinion among my informants. I should say that at all times there are a considerable number who are unemployed, although at certain parts of the docks there may be an insufficiency of men.

83254. Assuming there was a margin between those who got employment and those who wanted employment, that margin would have to be added on to your figures, would it not?—Do you mean in order to show the total number of dock labourers?

83255. You have taken certain figures from nineteen firms, I understand?—Yes.

83256. You have analysed those figures, and you have drawn certain conclusions from them; but you have in all these figures only dealt with those who are employed?—Exactly.

83257. There may be a certain number who have not been employed at all during that time, may there not?—There would be a very large number undoubtedly.

83258. So that your figures, if they do err, would err on the side of under-estimating rather than of over-estimating the unemployment of the whole number of persons who are seeking dockers' work?—I fear I do not quite understand the question. My figures only deal with the employment at those firms. At the very busiest period there can be no doubt that a very large number of those who call themselves dockers and seek their living at the docks are unemployed.

83259. I will put it in another way. Probably those nineteen firms did not employ all the people who applied to them?—Certainly they would not do so.

83260. Your figures would only relate to those who were taken on?—Exactly.

83261. And they would not include those who were not taken on?—No, they would not.

83262. Consequently, the amount of under-employment amongst those seeking employment, according to the figures given in your Statement is rather an under-estimate?—Yes.

83263. Going on, I think the rest of your argument carries its own conclusions. Coming to Paragraph 14, there you arrive at the conclusion that the very large amount of insufficient employment is mainly due to the conditions of employment, and not to any temporary depression of trade?—Yes.

83264. Therefore, so long as these conditions remain, I assume that in your judgment there always will be a considerable amount of insufficient employment in Liverpool?—Yes, that is my opinion.

83265. Turning to the indirect disadvantages of the present system, as long as a man is physically capable no inquiry is made into his habits I presume?—No, except in the case of a very few firms. Some firms—a very few—will not take a man on who does not turn up regularly on Monday mornings; but that is quite an exceptional arrangement.

83266. If a man drinks and so on, I suppose that would be no disqualification?—Practically none, unless it made him unfit for his work at the moment.

83267. As you point out, there are certain consequences necessarily following from the shifting nature of the employment; for instance, there is less thrift and a greater disposition to spend the surplus wages on drink and betting?—Yes.

83268. There was one witness who came before us who made this statement—that the chances of getting this employment were really of the nature of a gambling transaction, and that the tendency of this employment in consequence of its uncertainty and gambling nature was against anything like permanent thrift? You would agree with that, I think?—Undoubtedly. I think anyone who knew the conditions of the employment would agree with that.

83269. Not only is it bad as regards its effect upon unskilled labour, but it also re-acts upon the higher grades of labour in Liverpool?—I think it does, especially through its effect upon the young.

83270. Now taking the skilled trades who are casually employed on board ships; they are only taken on for trades half a day, just in the same way as the dockers, I believe?—Yes, that is so.

83271. Do you know anything at all about them?—Very little.

83272. Has your work mainly been confined to the unskilled labour?—As far as the adults go. I have

Miss Eleanor F. Rathbone.
11 Nov. 1907.
Extent of unemployment among dock labourers.

Main cause of under-employment at Liverpool Docks.

Effects of casual system on habits and characters of men.

Miss Eleanor F. Rathbone. had something to do with the skilled trades with respect to boys and girls, but not with respect to adults.

11 Nov. 1907. 83273. Now we come to the most important part of your Statement which deals with the suggested remedies. Relief works in themselves, you think, tend to perpetuate the evil?—I am afraid that that would be the ultimate tendency if they were carried on in a permanent way on at all a large scale.

Objections to Mr. Charles Booth's scheme for decasualisation. 83274. As regards the scheme known as Mr. Charles Booth's scheme, there are a good many adverse influences at work which operate against its adoption, I understand?—Yes. I think, since writing this Statement, one might almost say that more strongly; it is practically certain now that it will not be adopted on any considerable scale, at any rate for many years. The subject was very thoroughly gone into by the Conference on Dock Labour called by the distress committee, at which employers of all grades and the trade unions and the men were fully represented. It was decidedly rejected by both sides.

83275. The employers—I take their case first—consider it to their advantage that there should be a considerable reservoir of labour available at all times?—Yes, I think so.

83276. The trade union officials are adverse to the scheme, because they think it might tend to form combinations and so on which would be disadvantageous to them; is that the idea?—I conclude that is their reason. It is difficult from the arguments offered by them at the Conference to arrive at exactly what their position was, but as far as I could gather that was their main objection.

83277. The rank and file seem to me to have objections which can be divided into two categories. There are, first, the older people who are afraid of assenting to a system which by reducing surplus labour might make them the victims of the change?—Exactly.

83278. I suppose, on the other hand, there are the strong young men who are not adverse to this system of employment, because it enables them to earn at times high wages and to break their employment for a few days without losing it?—Yes. I think too the gambling element in the work appeals to them. They like the complete freedom.

83279. And the ability to knock off work on certain days without losing their employment?—Exactly.

83280. I assume that feeling is strong amongst the younger men; is that so?—I gather that it must be so, from the strong opposition which they have offered to any suggestions for re-organisation.

83281. Both, however, seem to be ready to combine to try and shut out new-comers?—I do not know that the employers would be ready to do it.

83282. I do not mean the employers; I am talking of the employees?—I believe so, but I do not know they have ever taken any steps to do it.

83283. The new-comers, I suppose, whom they are afraid of, are not the broken down men of other trades who drift into this employment, but rather the strong young men from the country?—I should think so; but I do not think that their feeling on the subject has ever been very definitely expressed. I imagine it is a general fear such as will probably be found in all trades—a general dislike to excessive competition.

83284. The high wage which individuals may occasionally get is no doubt a very great attraction to those outside?—Yes, I think it is.

83285. It has been suggested to us amongst other things that it would be very advantageous to have a thorough system of labour exchanges all over the country. One witness thought that if that system could be established, it would not only enable people to move to places where they could get work, but it also might have a deterrent effect in agricultural districts by preventing people from coming into the large towns on the chance of getting this work, by pointing out to them that there are considerable disadvantages to be put against the occasional high wage. Have you ever thought whether it would be possible in that way to establish any system by which in agricultural centres and others, those who were attracted by this work could have the general facts

placed before them?—I think that undoubtedly it would be a good thing if we could make the disadvantages of the work better known. Perhaps I may give an illustration?

83286. Anything that you think relevant, please tell us. You need not confine your answers to my questions, because we should certainly be glad to hear you elaborate your views, as we know you have worked with great success and for a long time in Liverpool?—It was merely an incident which occurred the other day, which I thought showed the advantages of general publicity being given to the conditions of employment. A very large employer of labour—a master stevedore—whom I was consulting on Saturday, and asking him whether any changes had occurred in the conditions of work since the holding of the Distress Committee's Conference on the subject, mentioned that he thought that since the conference the quality of the men seeking work had improved, or rather that the large number of the worse sort of men—the hangers-on—had diminished. He was inclined to suppose that this must be due to the fact that the publicity given in the newspapers to the discussion on the question had drawn attention to the great overplus of labour and had discouraged casuals from seeking work at the docks.

83287. You have been a good many years at this work, have you not?—I think it was in 1899 that I first began to work at it.

83288. That is eight years ago; during that interval has there been a considerable number of outsiders, agriculturists, who have come in?—I fear I could not answer that question. The general impression is that that is so. It is the general talk that there is a large number of men from the agricultural districts; but I have never seen any analysis of their origin showing where the men came from, and I do not know where such information can be obtained at all accurately.

83289. Unless there was a system of complete registration, it would not be possible to obtain such information, would it?—No. I think whenever there is a press of work some of the Irish firms are very apt to import men. It is said that they import a good many from Belfast and Drogheda and places like that.

83290. You mean the Irish shipping firms?—Yes, the coasting firms.

83291. In your experience, do the more intelligent and capable of the dockers rise to anything better, or is it the case of "Once a docker always a docker"?—I do not think that they rise to anything except to more regular work and to the better paid jobs among dockers. For instance, the men who stow the cargo get a higher wage, the stevedores proper getting 7s. a day. A superior man has a chance of work of that sort.

83292. In other occupations one hears of men rising and becoming persons of a certain amount of influence and of affluence otherwise; but there is no case of that sort that you can recollect amongst the dockers, I gather?—Not that I can recollect; but it does not follow that cases may not occur—they may very likely not have come to my knowledge. Perhaps I should say that I do no practical work among dockers which brings me in constant contact with them, and therefore, except for the purpose of making inquiries, I do not get to know large numbers of individual dockers.

83293. The more casual the work is, it seems to me, the greater the necessity for the people who depend upon it to be on the spot where they may pick up a job, or at any rate to be close to the spot?—That is so.

83294. Reversing the proposition, the more regular a person's employment is, the more he can afford to live at a certain distance from it and to go backwards and forwards?—Yes.

83295. Do you think that that has an effect in increasing the rents of the slums in the neighbourhood of the docks? Do you see any possible connection between the two? If it is necessary for the people to be so constantly near their work, would they not then be obliged to live somewhere near?—I should imagine theoretically it would be so, but I cannot say that I know the rents sufficiently well near the docks and in other parts of Liverpool to be able to compare them. It undoubtedly creates congestion in the slum districts near the docks and makes a demand for accommodation close by.

Desirability of giving publicity to the bad conditions dock labour

Influx of agriculturists to docks.

Importation of Irish to Liverpool Docks.

Prospects dockers rise to better position.

Possible connection between dock system and high slum rents

83293. Labour colonies would be of very limited utility, would they not?—Yes, I suppose so.

83297. You could not force these people into a labour colony?—No, not without special legislation.

83298. Nor unless they applied to the Poor Law?—That is so.

83299. I see you think that a reduction in the amount of night work and overtime might be useful; we have had a good deal of evidence corroborating what you say to the effect that the hours at times are very long?—There is no doubt about that. But there has been a change in that respect since this statement was sent in to the Commission. The resolution arrived at by the distress committee's conference that men might not work for more than a day and a night consecutively has, as I am told, been carried out pretty thoroughly, although exceptions are occasionally allowed. So that the existence of very excessive overtime, that is to say, of men working for forty-eight hours or longer consecutively, do not occur so frequently as they did.

83300. Is working for that very long period supposed to be economical?—I suppose the employers consider it pays them, because of the importance of getting the ships off quickly; but as far as the cost of the labour goes, it is unquestionably very extravagant, because the rates of pay are very much higher than in the daytime, and the work is much less efficient and much slower.

83301. The men necessarily get tired at it?—Yes.

83302. Do you think the foremen like it, because it saves them the trouble of taking fresh men on?—I do not think so. Nobody seems to like it, and it is difficult to know why it goes on so much. Everyone abuses the system—employers, foremen, and employed—when you talk to them about it.

83303. And still it goes on?—Yes, still it goes on.

83304. But there are indications, I think, that there has been a certain check put upon it?—To the extent that men do not now, except in rare cases, work for more than a day and a night consecutively. I made some special inquiries on that point recently, and several large employers all assured me that, as a matter of course, the agreement reducing the amount of overtime had been carried out; but one of them mentioned that the men were evidently not anxious to take a long break, because he said, as a rule, if they had been working for a day and a night and then were sent off work, the majority of them would come back again to seek for work by midday; they did not seem to want a complete day off.

83305. What is the effect on the men? Is it to be assumed that they are very exhausted at the end of these very long periods?—Some employers tell one that they are not, and that they stand the work well.

83306. I suppose there is a good deal of waiting in each shift; or are they at work all the time?—I could not say how much waiting there is, but there is a certain amount. I have not enough practical experience of the work to say how much.

83307. You suggest that there should be a statutory limitation, I think?—I do not see very much prospect of its being effectively checked without.

83308. In your last paragraph under this head (Paragraph 27), you appear to be so impressed with the evils, that you wish to see the taking over of the whole work of loading and unloading ships in the port by the corporation, or by the Mersey Docks and Harbour Board, or by some other authority with a representative element on it; that is to say, that they should be the only people who would hire and discharge this labour?—That is my idea.

83309. Why do you attach so much importance to a public body with a representative element on it; do you think that that would have a healthy influence?—I think that that would have the effect of securing the confidence of the men.

83310. By a representative element then you mean representation of the men?—Yes. I do not mean representation in the political sense.

83311. You would like to have a public body on which both masters and employees would be represented in some way or other?—I have not thought out the details of the scheme, but I think if the men had a certain pro-

portionate representation it would ensure smoothness of working. *Miss Eleanor F. Rathbone.*

83312. The docks at Liverpool are all under the authority of the Mersey Docks and Harbour Board, are they not?—Yes, they are.

83313. Does that board indirectly employ any large amount of labour?—No. They directly employ a certain amount, but it is decreasing. I think in the year for which I have figures they employed about 800 men in their busiest time.

83314. Have you at all studied the system which is in operation now in London?—I have studied a good deal the system of the London and India Docks Company.

83315. They roughly divide the men into three categories, A, B, and C; would something of that sort improve the conditions at Liverpool?—I think it would. It was very much that system which was suggested by Mr. Charles Booth, but it has not been accepted.

83316. Mr. Charles Booth's scheme is very much on those lines, I think?—It is practically an adaptation of the London system to Liverpool conditions.

83317. The evidence you have given is to the effect that the C class, if I may call them so, naturally would object to that scheme, because it would put them in a worse position than they have been in hitherto?—Yes. They did object to it; they practically forced the trade union to refuse it.

83318. You think that if all the labour was under a public body there would be a pressure behind that body which would induce them, or press them, in the course of time to improve the conditions?—I think it would, but that is not the principal reason why I suggest the necessity of the work being all taken over by a public body. I think the necessity for it is really based on two reasons—that any effective system of reform must work in one or both of two ways, that is, it must either increase the mobility of the men or decrease the irregularity in the work that is offered. It seems to me that a body which employed all the labour would be the only effective means of doing both those things. First, it would increase the mobility of the men exactly in the way that the London and India Docks Company has done. It would arrange an elaborate clearing house system of shifting men rapidly to whatever part they are wanted. There does not seem any prospect of that being carried out by any combination of individual employers. Even if such a combination were formed, it would always be likely to be broken down at any minute by disagreement between the firms composing it. Secondly, I think that a single employing body could, to some limited degree, decrease the irregularity of the amount of work offered. They could not, it is true, ignore the necessities of the port; they would have to see that the labour was so handled that the work was done as rapidly as the interests of the port absolutely demanded. But I gather from the evidence of a good many employers that at present there is a certain amount of hurrying of the work—a certain amount of overtime—which is not necessary, but which is partly due to bad organisation and partly to excessive competition. By one firm competing against another, they force each other into a greater amount of hastening, so to speak, than is really necessary, and this results in excessive overtime. Therefore, a single employing body would have this double advantage, that it would greatly increase the mobility of the men and it would, to some limited but real extent, decrease the irregularity in the amount of work by spreading it out more evenly and more thinly.

83319. The stands at Liverpool are, I think, numerous—something like twenty in number?—There are a great many more than that. There are about twenty firms having large important stands, but practically it comes to there being a stand for every ship that is being worked in the harbour.

83320. The men go to the stands at much the same time, I think?—At exactly the same time.

83321. Do you know whether the big shipping companies provide wharves or docks of their own?—I do not think that any of them do that. They have all berths of their own, but I do not think in any case it amounts to monopolising the whole of the dock.

11 Nov. 1907.
Desirability of dock work being taken over by some public body.

Advantages of a public body taking over the dock work.

Miss Eleanor
F. Rathbone.

11 Nov. 1907.

Women's
occupations
in Liverpool.

Supplement-
ing of
dockers'
earnings by
work of their
women-folk.

Chronic in-
sufficiency of
employment
for women in
Liverpool.

Outdoor
relief in
Liverpool.

London and
India Docks
system.

83322. Assuming that your idea was given effect to, this authority could bring a certain pressure to bear upon the various shipping companies to bring them into what was the general arrangement, could they not?—I suppose that if they took over all the loading and unloading, the shipping companies would have to employ them.

83323. So much as regards the docks; now I come to the second part of your paper, which deals with the unemployment of women. Liverpool, I think, is not a great industrial centre for women, is it?—No, it is not.

83324. Therefore, there must be some little difficulty, as there are few high-class employments in Liverpool, in finding occupation for certain classes of girls and others?—Yes. It is difficult with regard to girls who are suitable for skilled employment.

83325. Is there much migration to other parts of Lancashire?—No, I do not think there is. Women are very reluctant to move.

83326. Is there much supplementing of the decreased wages by the women of the family?—Yes, I think so; there is a good deal of it, owing to the fact that so many dock labourers are very irregularly employed. In many cases they depend to a large extent upon the earnings of their wives and daughters, but those earnings are scanty and irregular.

83327. Do you find that as the dockers go down in the dock scale and get less and less employment, there is a tendency on the part of their women-folk to try and make good the deficiency?—In many cases they are obliged to do so, but owing to the lack of skilled employment suitable for them, the lower class of dockers' wives generally do office-cleaning or charing or rough washing, or occasionally they work in jute works or rope works.

83328. In the ordinary cases I suppose the docker's wage would go down as the man got older?—Yes.

83329. And the women would probably be less competent to assist as they would necessarily be getting older at the same time, and would hardly be able to compete with the younger women?—Yes.

83330. Is there much distress amongst women in Liverpool?—I think there is a good deal of distress from the chronic insufficiency of employment. We have not found a great deal of distress from what may be called strictly temporary and exceptional unemployment; it is more a case of the chronic lack of sufficient work and of sufficiently well-paid work.

83331. In your Statement you incidentally remark that in your opinion the scale of relief adopted by the boards of guardians in Liverpool is too low?—I think that it is, but I think that I slightly under-estimate it in my Statement. I have made further inquiries since writing that. I said originally they gave 1s. per week per child; but I find, taking the three boards of guardians, that on one board the relief given generally averages 1s. 6d. per child, on another, the West Derby Union, it is about 1s. per child, and on the third, the Toxteth Union, they give 2s. for the mother as well; so in two out of three it comes to a little more than the 1s. per child.

83332. It has been suggested to us by witnesses that the scale is too low, and that the relief is too general?—I think both those statements are true.

83333. And that it would be better if the relief was higher and if there could be more investigation into the individual cases?—Yes. I think it needs to be a great deal more plastic and elastic. There should be much more careful individual inquiries, and a much more generous scale of relief where relief is really both deserved and needed.

83334. (*Mr. Lansbury.*) About the docks, do you know the system in vogue at the London and India Docks?—Yes, I think I know it pretty well from published matter.

83335. You are aware, are you not, that the bulk of the work of loading and unloading is carried on by the shipping companies themselves?—Yes.

83336. Therefore the scheme of A, B and C tickets does not really apply to the bulk of the dock labour in London?—So I have been told.

83337. The B. ticketmen are practically casual labourers, are they not?—Yes.

83338. Although the dock company, with the best possible intentions, put forward their scheme, yet, as it has been worked out in London it has not very materially altered the condition of the labourer?—Has it not regularised the employment of those who work for the dock company?

83339. Yes, but it only affects such a tiny fraction of those who are employed; that is the point about it. You see the bulk of the work in a dock is loading and unloading ships?—Yes, that is so.

83340. And that is ruled out, because the shipping companies do it themselves. I was wondering whether that perhaps would be one of the reasons why the people at Liverpool do not think so very much of the proposal put forward by Mr. Charles Booth?—I daresay it is, but I think they have other objections. I think there are features about it which they object to, such as the contract and plus system.

83341. Was your Conference in favour of a public authority such as you suggest for taking over the whole of the work?—That question was not at all discussed; the point was never raised.

83342. I take it you would be in favour of giving the shipowners and other people connected with this work no option; you would take the thing entirely out of their control, so as to make one employer for the whole of the docks and wharves on the Mersey?—I should not be in favour of it if I saw any other effective scheme of reform; but all other suggestions have so completely failed, and seem so unlikely to effect any real remedy, and the evils of the present system seem so very serious and demoralising, that that seems to me to be worth trying as a last resort.

83343. You are driven to that (although you really do not want to do it) by the circumstances and conditions which you find at Liverpool?—Yes. I have not attempted to work out the idea sufficiently to have really formed a judgment as to whether it would work well; but I think it is the most practicable possible scheme. It would, of course, require very careful working out in detail—and that I have not done.

83344. Just one word about women. Referring to your last paragraph, do you mean that widows should be treated by an authority apart from the Poor Law?—I think it should be either entirely apart from the Poor Law, or that it should be a completely separate department of the Poor Law—that it should not carry with it a voting disqualification, and that it should not in any way carry with it a stigma; also that the relief should not be given at the ordinary Poor Law offices.

83345. You would be in favour, would you not, of letting the education authority take charge of the children of widows, so that the stigma of pauperism did not rest upon them?—I do not think I have thought enough about it to make sure what would be the best authority. I do not think I should be inclined to put it into the hands of the education authority; I think the widow and the family ought to be dealt with as a whole.

83346. Still, it is sufficient that you do not want the widow, and you certainly would not want the child, to carry the stigma of pauperism?—I think that neither of them should carry it.

83347. (*Mr. Phelps.*) As to the irregular employment in the docks, do I gather that that arises largely from the intervals at which the demand for labour arises?—Yes, partly from that.

83348. No doubt in the old days of sailing-ships that was very marked, but is it as marked now as it was then?—I do not think I could compare the two. I think it is pretty strongly marked still; but it is far more marked with individual employers than it is if you take the docks as a whole. Slack times in one firm balance busy times in another.

83349. Is that irregularity such that it can be foreseen? Is it merely that more ships come on one day than on another, let us say, or is it that they come at quite irregular intervals which you cannot forecast?—I think it is chiefly that they come on regular days that are known, but there is a certain amount of both.

Question of
public
authority
taking over
Liverpool
Docks.

Treatment
of widows.

Irregularity
of employ-
ment at
docks.

83350. Then, if I may say so, there is a regular irregularity?—It is mainly a regular irregularity, but there is also an irregular irregularity.

83351. What do you think is the relation between casual employment and the Poor Law? Do you think that casual employment gives rise to a good deal of pauperism?—In old age, certainly. I think it would be found that a very large proportion of dock labourers ended under the Poor Law either in the workhouse or out of it.

83352. Do you think that that is due to irregular employment making irregular habits of life?—Yes, I think so.

83353. Do you think, on the other side, that the Poor Law is at all responsible for casual employment—in other words, do you think the knowledge that they have the Poor Law behind them encourages both employers and employed to continue the system?—I have not sufficient grounds for judging, but I have never seen any reason to suppose that it was so. The dock labourer in Liverpool certainly would not get outdoor relief until he was over the age of sixty, and the prospect of having the workhouse to go to is not much of an inducement.

83354. But there are many other ways in which you can get outdoor relief immediately—you can have sickness in your house, or what not; however, I will not pursue that. With regard to the unemployment of women, I see you are in favour of there being technical schools in which they can be taught various occupations?—Yes.

83355. Do you find that in Liverpool there is the same disinclination to go into domestic service that we hear of in other places?—I think there is a disinclination, but, after all, it is by far the largest occupation that women do go into; more than a third of all the women engaged in occupations in Liverpool go to some form of domestic service.

83356. Taking the average girl who leaves school, which should you recommend most to her—domestic service or trade?—It depends so entirely upon the home circumstances, and upon the character of the girl. I do not think one could lay down any general rule, but I would say if the home was an undesirable one, probably domestic service.

83357. Supposing they go into a trade, I gather you think that it would be a good thing that there should be continuation schools to teach them the details of the trade?—I think trade schools more than continuation schools are needed; I mean schools carried on in the day-time—not evening schools. I do not think evening schools are of any use for trade purposes.

83358. Do you think if there were those facilities it would lead to a great many more women taking occupations of that sort?—Not a great many more. I think it could only be done on a rather small scale, and to accommodate a few hundreds. I do not think that the lowest class of working girl could afford to give up one or two years to instruction at a trade school without receiving wages. It would be chiefly the rather better-to-do ones who would do that.

83359. Then it would be a comparatively small section of people who would profit by it?—Yes. Still it would relieve the pressure on the lower section to some extent.

83360. That is rather the point I was making. Do you not think it would attract some people from domestic service, and so actually increase competition?—No, I do not think it would. I think it would merely mean that those who are at present rather inefficient dressmakers and tailoresses would become more efficient ones and would have a better chance of employment, and that, to a certain extent, foreign competition would be averted—I mean certain trades, like artificial flower-making, if there was a proper system of instruction here, might pass more into the hands of English firms and less into the hands of Parisian ones.

83361. With regard to the other employments of women, you complain that the earnings are low and the hours are long?—That is so.

83362. Have you in Liverpool any combination of women, any trade union?—There is only one very small union, the Upholsteresses' Trade Union.

83363. What is the scope of that society, so to speak?—It is quite a small affair, but nearly all the women

upholsteresses belong to it. They maintain a standard rate of pay, and they have succeeded in raising the standard rate 2s. since they started ten years ago. Then I think in an informal kind of way they give sick pay.

83364. The upholsteresses are really a skilled class, are they not?—Yes, they are a skilled and a very superior respectable class; they are generally the relatives of the male upholsterers.

83365. Do you see any chance of extending that system of trade unionism?—There is room for it in a few trades, extension of such as tailoring and dressmaking; but there is no immediate sign that it is likely to be done.

83366. Take the case of charwomen: do you see any possibility of combination among them?—No. I think that trade is too crowded and too unskilled. Where you have scattered workers not working together in workshops and fairly unskilled work, with great competition, it is rather hopeless to try trade unionism.

83367. Have you noticed in Liverpool, in your experience, an improvement in the position of charwomen?—I do not know that I have. The Association of Trained Charwomen, with which I have to do, I think has to a certain extent improved the position of its members; they get to have a certain feeling of dignity and take an interest in the conditions of their trade; I think they do improve, morally and in every other way.

83368. Do you insist on a certain rate of pay?—Yes, we do.

83369. What is that?—Half-a-crown a day and food, or 3s. without food.

83370. Is that higher than what you found was obtaining when you first began?—That represents the best level of pay. The majority of charwomen in Liverpool get 2s., but the better employers always have given 2s. 6d., I think.

83371. Do you never remember a time when the average was 1s. 6d.?—I could not say. I know 1s. 6d. is paid by a good many of the poorer class of employers. I should, perhaps, add that I know some people, who had great experience at the time, believe that the rate of pay of charwomen was improved when large numbers of women were drafted away to the factory districts. At one time the Central Relief Society worked in combination with the Poor Law guardians, and they drafted away a good many women with daughters to the factory districts. Several observers have told me that this resulted in a comparative scarcity of charwomen, and that consequently the rates of pay had increased; but that was a good many years ago, and I have no personal knowledge of it.

83372. Although the supply has increased again, the rate has not gone down?—I do not think it has. I think they get as much or more than they used to do; I really could not say.

83373. Do you find that married women are getting into employments more than they did?—I do not know. My experience has not been long enough to enable me to make a comparison.

83374. Have you come across any large class of people who live largely on their wives' earnings?—Yes. I think the lower class of dock labourers do live a considerable extent on the wives' earnings; at least, one assumes rather that it must be so from the fact that the men's own earnings are clearly insufficient to maintain a family. I think there is quite a large section of dock labourers who live mainly on them.

83375. Then the house is kept on the joint earnings of the two?—Of the two, and the children.

83376. The fact that the wife and the children can find employment to some extent relieves the husband from the necessity of constant work and regular pay?—I suppose so.

83377. (*Mr. Gardiner.*) I did not quite understand what you said in answer to the Chairman's question whether within your knowledge and experience, any appreciable number of labourers do come up to Liverpool from the country districts hoping ultimately to get some work at the docks?—I have always understood that that did happen, but I cannot say that I have any definite figures to go upon.

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83379. At any rate, in your experience you have never come across any appreciable number of individual cases, have you ?—I know that when I was visiting for the Charity Organisation Society a considerable number of one's cases used to be men who had come from other parts of the country ; I used to notice that a great many of them were not born in Liverpool.

83380. Do you mean that they came from the rural districts or from other towns ?—I do not think I remember well enough to be sure which it was ; certainly they were not born in Liverpool.

Class of work on which men are employed for excessively long hours. 83381. On what particular kinds of cargo is it that it is necessary to have these excessive hours of labour—you make the statement of men working thirty-six to forty-eight hours at a stretch ?—I am not sure whether it is confined to a particular kind of cargo, except that I know it is very much so in the frozen meat trade and other kinds of perishable cargo. I have never gone into the question whether it specially arises in connection with particular kinds of cargo.

83382. Nor whether it arises specially in the coal trade, for instance ?—The coal-trimmers are rather a separate class, I mean they are not ordinary dockers. Undoubtedly they do work very heavy overtime.

83383. They have got a very strong trade society ?—Yes, they have.

83384. Does that trade society set itself against excessive hours or not ?—I do not think they do at all, as far as I know ; but I have not very much knowledge of the Coalheavers Union. I know that they have one.

83385. Do the coalheavers do the coal-trimming ?—I do not know so much about the coal work. I know that there is a very strong union, which is, however, ignored by a good many of the employers.

83386. I did not know whether they were coal-trimmers or coalheavers ?—And I am not sure.

Women cigar-makers and men's trade union. 83387. You say something in your Statement about girls who are employed in cigar-making ; are they eligible for membership of the men's union ?—I do not know whether they are eligible, but I never came across a cigar-maker who was a member of a union. I am pretty certain they are not.

83388. But they are in London, are they not ?—I do not think the question arises in Liverpool, because there are practically no male cigarmakers in Liverpool. At the time I investigated the trade there were very few, and they have since been driven off, one by one. It is practically entirely a woman's industry.

Trade schools for girls and trades which should be taught therein. 83389. As regard these trade schools which you recommend as a possible solution of some of the difficulties, what industries would you suggest other than waistcoat-making ?—I think, to begin with, as an experiment in Liverpool, it would be best to start schools for waistcoat-making, dressmaking, millinery, possibly, and upholstery and children's nurses.

Probable attitude of trade societies towards the trade schools. 83390. You would not anticipate any difficulty, would you, from any trade society in connection with any of those trades—the upholsteresses, for instance ?—Difficulty would undoubtedly arise if the trade school attempted to teach things in upholstery that were regarded as men's work. This question arose a year or two ago when we tried to start classes in upholstery. The women's union themselves strongly opposed it, because they thought we were going to teach cutting-out. Although that would improve their own position, they are mostly relations of the men, and they said they would not have anything to do with the classes unless it was to be quite understood that they would be kept to the women's branches, because they did not want to compete with the men.

83391. As regards these trades that you have mentioned, is it your proposal that these young girls should be taught practically before they entered a trade, or that part of each working day should be set aside for learning ?—I think it would have to be before they entered the trade.

83392. And then if they entered a highly-organised trade those trades would want to make certain recommendations and representations, would they not, which you would have to consider, otherwise you would run the risk of finding those trades against you ?—None of those trades have organised societies at present in Liverpool.

83393. But you would wish them treated as though they were organised, would you not ?—Yes. I think the number of people who would take to that kind of work and who would spend two years in unremunerative work (because they would be getting no wages then) would not be sufficiently large to constitute any danger. They would be girls who would be going to dressmaking anyhow, and we should be merely giving them a chance of learning their trade in a better way.

83394. Would they work at this trade school from fourteen to sixteen ?—Yes.

83395. Do you not think that a good many parents among the working class would make the necessary sacrifices to give their children a trade ?—Until it was started it would be difficult to say what the numbers would be. I think we should find enough to start a trade school. Probable attitude of parents and employers towards the trade school.

83396. Have you not noticed in your experience a growing willingness on the part of mothers to let their daughters remain at school until seventeen ?—I think there is no doubt they would be willing to let them go to this trade school, having regard to the fact that these girls are allowed to go to shops without wages and to give two years for nothing, although very often they are taught practically nothing at the end of it.

83397. Do you think the employers would recommend this system, and would give it a preference ?—When the employers have experienced the benefits of it, yes, but they might be rather slow at first. You have the experience of the Borough Road Polytechnic in London to go by.

83398. (Miss Hill.) You say that there is an increasing desire to limit the hours of consecutive work in the docks to twenty-four, a day and a night, and that the practice prevails more generally ?—Yes. Overtime in Liverpool Docks and general feeling against it.

83399. Even that is a very long spell of time, is it not ?—It is very long.

83400. How do the men manage it ? Is there a very great deal of drinking going on in order to keep them up to their work ?—I think they do drink. I should explain that a day and night does not mean twenty-four hours' work. It means from 7 a.m. to 12 noon, then an hour's break, then from 1 p.m. to 5 p.m., and another hour's break, then from 6 p.m. to 10.30 p.m., and another hour's break, and then from 11.30 p.m. to 4 a.m., so that it is really about eighteen hours' work.

83401. With two or three single hours intervening ?—Yes, for food.

83402. Still one can hardly think people can go on with hard work like that unless they are kept up by some sort of stimulants ?—Undoubtedly.

83403. Do they drink very much ?—They do go for a drink, certainly.

83404. You say the overtime is objected to by all sorts, and that being so, I do not quite see why it does not automatically cease, and why the men who are out of work do not apply at the breaks and get on ?—It is an old custom. Then you see the overtime is paid for at a much higher rate than the day work ; so a man who has been working through the day thinks he has a right to work through the night. It is a difficult question ; but so it is.

83405. I can see how the man himself might desire it, if he has a longing for the high wages whatever the cost might be in the long run, but I should have thought the employers would have been very glad to take on some other man ?—They say there is a certain convenience in the men continuing the work, for instance, in the stowing of a ship, because they know what has been done before. Mr. Charles Booth's scheme of adoption of it in Liverpool.

83406. I should very much like if I could to understand what were the difficulties which were raised about Mr. Charles Booth's scheme. Mr. Lansbury seems to suggest that it has not done very much in the London pool.

r. Charles Booth's scheme and possibility of adopting in Liverpool.

docks; did I gather that you agreed there?—I am afraid I have not experience enough of the London docks to say.

83407. The A men must surely get more steady work, necessarily, must they not?—I think the figures show that they unquestionably do; but Mr. Booth himself would know. Then there is the evidence given by Mr. Watts on the subject to the Committee on Unskilled Labour, which I think shows the proposition.

83408. The opposition to it on all sides in Liverpool was so great that you do not see much chance of its being adopted there?—I do not see how it is possible to raise the question again. It was fully discussed at four really representative meetings, and it was rejected almost unanimously.

83409. And it would not be possible, or, at any rate, it would not be likely, that any individual employers would introduce it?—It would not be much use if it were introduced by individual employers merely, because the whole point of it really is to increase the mobility of labour and the area of employment. I think a few individual employers are now attempting to give permanent work to a certain proportion of their men, but they cannot give that to more than a small proportion, because their own work will not allow them to do more. It is only by increasing the area of employment, so as to allow the slack times of one firm to balance the busy times of another, that it is possible to obtain any degree of regularity.

83410. It would be a part of the plan, would it not, to send on the A men from one employer, whose work was exhausted, to another?—Yes.

83411. You have spoken about the migration of widows and children to other parts of Lancashire where there was a demand for them; has that been done to any considerable extent?—It was done to a very considerable extent for a good many years; but I believe that during those years the boards of guardians and the select vestry of the parish of Liverpool used to make it a condition to refuse outdoor relief if they thought the case was a suitable one for the factory districts, and then if the widow refused to go to the factory districts they offered the house. Now they will not do that, and the result is that the majority of the women are timid and afraid to move, and they will not go into the factory districts.

83412. Have you noticed the result upon those who have moved; have you followed them at all?—Not personally, but the central relief society comes in close touch with them and the results are very good, I believe.

83413. But there is no pressure at present being brought to bear on young widows to accept that as an alternative is there?—We have been doing our best to make it known. The only effective kind of pressure seems to be to refuse relief.

83414. Would you be in favour of refusing outdoor relief again in suitable cases if they would not move into the factory districts?—I think so, if they have no good reason for refusing except conservatism.

83415. Then you say you would like respectable widows to be treated by a separate department, so that no stigma should attach to the applicants; I wonder what you mean by that stigma. Of course they will not cease to be supported by the public funds, will they?—No.

83416. If there is a stigma in that—and I am not prepared to think there is—it would remain, would it not? I mean it is more a difference of name than of anything else, unless you assume that the means of dealing with them should be of a different kind?—What I mean is that widows are in rather a different category, I think, from any other class of recipients of poor relief. Take an able-bodied man or woman in almost any other position, although in individual cases it may not be their fault that they become paupers, yet there is always the assumption against them that to a certain extent they could have avoided it. But a working-class man, however provident he may be, could not, I imagine, save so much as to leave a sum which would allow his wife to bring up a family of young children, with no help except what she could earn.

83417. That difference is so very evident that one would think that would affect the feeling of anybody. I do not really know what is meant by the stigma of

pauperism. We hear a great deal about it in this room, but I can never make out exactly what it is. If there is no blame on a person for coming on to the public funds there is no stigma?—I think the women themselves feel it. I know a number of women who are members of my charwomen's association who will not apply for Poor Law relief, although their income is quite insufficient to bring up their families. It is not merely a question of stigma; it is the actual treatment that they receive from the relieving officers, who are accustomed to deal with the ordinary type of pauper, and are very apt to get a very hard and rough and harsh manner, and to treat them as though they were like the others—to bully them and badger them rather. I think if they could be put under women relieving officers who were educated women, it would be better for them.

83418. I quite realise that, and with that I entirely agree; but one would rather encourage the spirit of independence, and of not desiring to come on the Poor Law for relief, even though it keeps the people off at some sacrifices?—Yes, that is so.

83419. (Mr. Lock.) I take it that in making these generalisations at the end of your paper you are speaking from cases that you have dealt with?—Do you mean as to the amount of outdoor relief?

83420. Yes?—I have only met with a small number of cases individually. I did not prepare any special report, because I believed that the Commissioners would already have received a detailed report of the conditions of widows receiving out-relief through the special investigator who came down to Liverpool. In going through the cases I have met with, and in speaking with others, I have come to the conclusion that undoubtedly the income was inadequate.

83421. What would be the practice in Liverpool? Would it be to leave two children, say, with the widow and to send the rest to the schools?—No, that is practically never done. I do not think any one of the Liverpool boards forces the children into the schools. The practice varies to a certain extent, but this is the usual rule; in West Derby parish they give 1s. per child; in the parish of Liverpool, I believe, it usually averages about 1s. 6d. per child, and in the parish of Toxteth they usually give about 2s. for the mother and 1s. per child. Of course these are not rigid rules, and there are exceptions, but that seems to be the general practice.

83422. Would the feeling be very strong against taking some of the children into schools and letting the widow manage with an allowance for the rest?—I have often raised the question, because I knew of the practice in London, but I never found anyone in Liverpool who is much in favour of it. They would take the children into the schools if the mother wished it, but they would not force them in; they dislike that.

83423. These cases are all dealt with, I presume, from the point of view of an allowance by the guardians, and from the point of view of seeing whether the widow's position could be bettered so that she could earn more?—I am afraid to generalise, but I do not think the guardians go into that very much.

83424. Judging from your charity organisation work, do you think that some proportion of these cases, if they were fully and fairly considered, could be dealt with otherwise than by allowances from the Poor Law?—I think a very large proportion of them could not be dealt with without being supplemented by allowances from the Poor Law, or some other fund, such as Charity Organisation funds, because there are such large numbers of children.

83425. Do you find that the widows of artisans, I mean of men in trade unions, apply to the Poor Law?—I do not know sufficient about the occupations of the husbands to say.

83426. If it is the case that they do not apply, then there must be some better standard, or some better opening, which enables them to pull through?—Undoubtedly a certain number of them can pull through. For instance, we find that the better class ones we get, through the Trained Charwomen's Association, we can put in a position to earn a fairly good living as daily servants and so on; but the lower class ones, even if they are equally honest and industrious, we cannot do much with, because they are too rough. It is so difficult to find any occupation which pays sufficiently well, which the rough class

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Widows and outdoor relief in Liverpool.

Question of migration of widows from Liverpool to factory districts.

Question of special treatment of widows apart from ordinary Poor Law.

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11 Nov. 1907. 83427. (*Miss Hill.*) Except by migrating?—Migration only applies to the case of widows with children who could do factory work.

Possibility of dealing with widows otherwise than by allowances from Poor Law. 83428. The family becomes self-supporting very often when it is migrated, does it not?—Yes, but then it must be a special class of family. You would not be allowed to migrate families where the children were very young; it is where there are three or four children who are just beginning to be of the factory age, or are actually of the factory age, that we can resort to migration.

83429. (*Mr. Loch.*) That shows, however, that there is a class of widows who, at any rate by presumption at the moment, do not appear to come on the Poor Law for outdoor relief; and you yourself have said there is a better class which you deal with through charing and so on?—Yes.

83430. Is it possible to work on that line, so far as it is worth working on? Cannot a large number be dealt with, as it were, outside the Poor Law?—Undoubtedly a certain number can, but the numbers are so great that it is very difficult to find any organisation with funds and workers enough to deal individually and carefully with the cases, so as to devise an elaborate plan for each one of those families. Sometimes in the lower class families we find ourselves quite unable to devise a plan even when we are willing to do so; and there seems to be nothing for it but an allowance.

83431. Do you not think that the fact that a woman is almost absolutely certain to get relief leads to the Poor Law being the first reference in widows' cases, without further demur or thought?—I have no doubt that does to a very great extent.

83432. There is no intervening authority or pressure with a view to seeing whether they might meet the difficulties of living without the Poor Law?—No, there is not. Undoubtedly at present the way the Poor Law deals with them prevents other agencies stepping in. For example, the Charity Organisation Society will not help a case already in the receipt of outdoor relief, and the distress committee will not help a case already in receipt of outdoor relief. Therefore, if a child becomes ill, or some accident happens in the family, the Poor Law takes no notice, and does not, in most cases, augment the relief, yet that family is disqualified by the fact of having Poor Law relief from getting relief from anywhere else; and undoubtedly the system works badly for them.

83433. The inference from what you have said is that the whole question of the treatment of widows has to be reconsidered, because, as you have put it, in these cases this may happen even when the family is already in the hands of the Poor Law?—Certainly.

83434. Would you be in favour of the cases of widows, and possibly of others, of a similar description, being cared for, specially by visitors who would have a recognised position?—Yes, I should; but personally I think it would be simpler, would it not, to put them in the charge of women relieving officers, who should be, if possible, educated and trained workers.

83435. You do not think that taking the Vestry of Liverpool, or some other of the parishes which roughly compose it, West Derby, and so on, there is enough public interest on the part of the women to accept the position of a quasi accepted authority to do this kind of work?—The difficulty would be, I am afraid, that if they did accept it their position towards the Poor Law would be so ambiguous. It is the case that in one parish a Committee of the Charity Organisation Society does undertake to visit and supervise the outdoor relief cases; but then it is known that in those cases the lady visitors have no authority, and I think there are apt to be difficulties; I mean the relieving officers do not always welcome suggestions from unofficial lady visitors.

83436. I am presuming that the voluntary visitors would be authorised, as they would be under the Elberfeld system; do you think that certain contingencies would come from that quarter of responsible labour if they were acting as the actual agents of the authority, whatever you might call it?—I think it would be much more effective than it is now, but it might be difficult to find so many volunteer visitors who are sufficiently trained or capable for the work.

83437. Do you not think, looking at this whole question of out-relief, that it is a matter of the training of this generation to do work which they have rather neglected in the past?—Yes, I suppose it is; but I am afraid I do not see any immediate prospect of the average volunteer visitor being capable of being entrusted with a very large amount of responsibility in regard to these cases.

83438. A question was asked about the docks, and I wanted to ask you, do the men in Liverpool earn a bonus for their work as they do in London?—No, there is no system of bonuses there. Bonus system at docks, and trade union objection thereto.

83439. Have you any objection to the system of bonuses, theoretical or other?—I do not know that I know enough about its working to say. It seems to work well enough in London, but I know the trade union has a strong objection to it.

83440. The trade union's objection amounts to what?—I think they fear that it will lead to driving—I mean to the men being overworked and forced to do more than their share.

83441. Do you think that there is any evidence of that going on in London?—I have not sufficient information as to London work to say.

83442. Let us set aside that possible objection; I suppose the problem of this unskilled labour is to find the point of strength from which we can organise it?—Yes.

83443. Unless we can find that we can do nothing, and nobody can?—Yes. Possibility of insuring fund base on bonus system.

83444. The bonus amounts in some cases to a great deal, does it not?—Yes.

83445. If it were possible to use the bonus as a payment, in part at any rate, to a fund which would be in the nature of an unemployment fund for the employees, do you think we should find in that way our point of strength for organisation?—The idea is too complicated a one, and I have not thought of it. I should hardly like to say.

83446. What one wants is light, if we can get it, on the difficulty. It is quite clear that these people are in and out of work more or less regularly?—Yes.

83447. And it is quite clear that their salvation lies, if possible, in somehow making the wage that they can earn sufficient for the whole period of their lives?—Yes.

83448. Also one would naturally expect them to adopt the same methods of self-protection against want of work which other organised bodies have done?—Yes.

83449. Does your experience at Liverpool suggest any way in which this one step towards self-protection in the trade itself can be reached?—May I ask what you mean by "self-protection"?

83450. I mean by "self-protection" the adoption of some sort of fund created by their own efforts in the course of their work?—I have not heard the proposal made before, and I do not know how it would work out. As far as the bonuses go, the danger in Liverpool seems so much more from men getting too much work and getting over-strained, that one fears a little that anything which took the form of a bonus might rather increase that tendency. At present the work is done under very heavy pressure, and under a very great strain, and perhaps the bonus would make it harder. It would give more, even than at present, to the young men, and it would discourage older men being taken into the gang. The younger men would be, would they not, unwilling to work with the older men if they felt their bonus would be reduced by having a rather less able set of men working with them in their gang?

83451. I suppose the foreman manages the gang; is that not so?—Yes, he does.

83452. The foreman to a large extent, I presume, would have the same men and the same gang week by week more or less regularly—he would know the men, I mean?—Yes, he knows his men.

83453. Then the men for a long time would be working more or less regularly, at any rate, with one foreman?—Yes, a great many of them would be.

83454. That group which the foreman would have would be a normal sample of the labour available for dock work in the place?—Yes.

83455. Suppose we say that a man had a bonus, part of which was paid automatically into a fund; as they

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ability of would be sample men of the dockyard therefore that difficulty of the wage would not come in, and there would be, if possible, less temptation to work purely from the bonus point of view, because part of it would be reserved? —Would the bonus not depend on the amount of work done?

83456. It would depend on the amount of work done, but it would not be at all available to the men at once. Supposing the bonus amounted to 4d., half of that might go into a fund, just like a levy in a trade union, and half of it could go into the pocket of the worker?—Might it not be perhaps better to make it a fixed proportion of the earnings that went into the firm and not a bonus, for fear of the difficulty? At present the young men tend to crowd out the older and weaker men. Of course the foreman has the right of picking his men, but still he is a good deal influenced by the tone of feeling among the men, and it would be a pity if the feeling of jealousy on the part of the young men against the old ones were intensified.

83457. Do you not think it would be better to have such a fund?—Would it not be extremely difficult to prove the genuineness of claims on it? It must be very difficult when a man is working perhaps for four or five employers in a week. Would it not be very difficult to make sure when he was genuinely unemployed?

83458. I suppose the fixing of the hours would be simply done by means of a register; at any rate I am told the period could be settled by some committee as it is in a trade union?—Supposing the man had earned the bonus in one firm, would he have the right to claim the payments when he was not employed for that firm, or only when he was not employed at all?

83459. I am taking it for granted that the bonus system would apply all over the docks, or all over a section of the docks, and that everybody who is employed there would be under the same system, or under a deduction system such as you suggested. In that way the fund would be created?—I should be afraid that any unemployed fund would be very difficult to administer from the fact that in dock labour it is almost impossible to prove that a given individual is unemployed without an immense amount of following up, because if he is not working for A firm, he might be working somewhere else for B firm.

83460. I presume that in trade union work the test is thrown upon the men themselves. They have to say that the person himself is really *bona fide* out of work. Would it not be possible in a dock to have the men themselves working in the same spirit and seeing whether A and B are really employed or not?—Perhaps it might be so. It only struck me that it would require a much more complicated piece of organisation than you have in a skilled trade where there is no doubt as to whether a man is or is not employed.

83461. Does it not come to this, that unless something is done in this direction the problem would remain unsolved to all intents and purposes, and we should go on as we are?—I am afraid the suggestion is too new and complicated a one for me to judge of it.

83462. (Mr. Lansbury.) You have made your own suggestion as to getting over the difficulty in your paper?—Yes. I do feel myself that it is more that the conditions of employment themselves want altering, and that one must not only enable a man to obviate the disadvantages of periodic unemployment, but one must also diminish the number of the periods of unemployment and regularise it.

83463. (Mr. Lock.) I am admitting to the full all your other remedies, only I think even if they were adopted this particular difficulty, which I believe is the crying one of the unemployed period, would still remain?—I quite see that any plan which would give a system of out-of-work pay would be most valuable. It is only a question of how it could be arranged.

83464. (Mr. Patten MacDougall.) The wage of the casual dock labourer I think you say, is 4s. 6d. per day?—It is 4s. 6d. for porterage.

83465. And from porter he may rise to be a labourer well known to a particular foreman and be in fairly regular employment; that is the next grade, is it not?—Yes.

83466. Then from a labourer well known to the foreman he may come on the regular staff?—The regular staff is so extremely small.

83467. What wage does a man on the regular staff get as compared with a casual man?—In most firms I think the regular staff does not consist of dock labourers at all. They do not employ any regular staff except men for office work, time-keepers and so on.

83468. The dock labourer may rise to be a stevedore (who is at the top), may he not?—A stevedore is the man who stows the cargo, and I suppose a young man who is clever at the work may come to be that.

83469. Is that the highest grade to which he can reach in that line?—I think that would be the highest grade, but there are instances where he may set up on his own account as a small master-porter, or master-stevedore. I have heard of that being done.

83470. What are the wages of a stevedore?—A stevedore who stows the cargo gets 7s. a day.

83471. Is he paid by the day?—Yes.

83472. Subject to what notice?—No notice at all, I think; he is taken on by the day and paid by the day. As a rule he probably works pretty constantly for the same firm.

83473. So that really there are no regular earnings in front of a man who takes to dock labour, I mean no regular employment other than this day employment?—I think so as a rule, though there may be exceptions where they rise to other work.

83474. As you have told us, it is very trying work to the physique of those who are engaged these long hours. There is a considerable strain, is there not, upon the physique of the men?—I can only say that undoubtedly they age very quickly.

83475. It has been said that the town man is not at all so well able to bear that strain as the man who comes from the country districts, and that accordingly there is a drain from the country districts into the towns in order to meet the wants of dock labour. Would you say what your experience is on that if you have had any experience of it?—That is what I have always been told by practically everybody I have asked about it, but I have never seen any figures that bore on the origin of the men who are at the docks, and therefore I cannot speak with certainty. The general impression is that there is a very large immigration, partly from Ireland and partly from the country districts, the immigrants, being strong and healthy men, very often driving out the town-born men.

83476. It has been stated that there is a continued draft on the vitality of the country districts in order to supply the want of dock labour, but you cannot say whether, in your experience, that is so?—My experience really only consists of what other people tell me. It is the general impression undoubtedly.

83477. In Liverpool there is a labour bureau, is there not, in connection with the distress committee?—Yes.

83478. Has it been successful in its operations?—I do not think that *qua bureau* it has been especially successful. It has improved during the last year, but the number of engagements has been small.

83479. Has it not been instrumental—I think we were so told—in sending to factory work in the country districts a number of widows who otherwise would have come on to the Poor Law?—No; that has not been done by the distress committee bureau. That was done by the central relief society. The system of doing that was started about thirty or forty years ago before the distress committee came into existence.

83480. And it is in active operation now, is it not?—Yes, but on a very much dwindled scale. As I said in reply to Miss Hill, I think, it used to be done much more when the guardians insisted upon it in assisting cases; now they do not insist upon it, and therefore the numbers that are sent, dwindle. I think there were only four families sent last year.

83481. You said, I think, that in your opinion evening schools were of no use for trade purposes; why is that evening so?—We have no great experience of evening schools suitable for trade purposes, but two years ago we organised experimental classes in dress-making for apprentices, under the technical education sub-committee. We

Miss Eleanor F. Rathbone.

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Wages and general conditions of dockers.

Question of immigration of country-men to Liverpool Docks.

Labour bureau in Liverpool.

Wages and general conditions of dockers.

Miss Eleanor F. Rathbone. found the difficulty was that the girls after being at work all day long were too tired to come to the classes. Then we tried having them earlier, and getting the employers to let them off an hour earlier, but the forewomen made such a difficulty that we could not keep the classes up. The forewomen do not like them to come earlier, and if they did not come earlier then we found they were too tired to get much benefit from the classes.

Relieving officers and treatment of widows. 83482. I gather that you do not approve of the present class of relieving officer, and you think there ought to be an improvement in that direction?—I should not like to say that at all. I have no experience that would justify me in saying that, and I do not come much in contact with them.

83483. I rather gathered that you said that the relieving officer was sometimes rough in his treatment of the widows?—Yes. He may be suitable for his work, but I think that for women of that class, the treatment should be rather different—there should be a more specialised and more individualised kind of treatment. I think they should be dealt with by women.

Liverpool labour bureau. 83484. (*Sir Samuel Provis.*) Are you still connected with the work of the Distress Committee of Liverpool?—Yes, I have been a member since it started.

83485. Were you particularly concerned with the labour exchange; was that the part that came under your observation?—Not especially so, but I have been interested in it. It has not been kept very much apart from the work of the register; the two have been confused.

83486. Have you had bureaux in Liverpool before?—Yes.

83487. They took the bureau over, I suppose; was that the way?—They took it over.

83488. Have they altered the methods?—To some extent. It has come now under the charge of the chief administrator of the distress committee, so it is not exactly working in the same way.

83489. I think you said it had not at first worked quite satisfactorily?—I do not think the number of applications to it had been very great; that is all. I think that for the first year the works of the register proper, I mean the relief work, absorbed so much attention that there was not very much time given to developing the bureau.

83490. Do you mean the register of applications kept by the distress committee?—Yes; the applications for relief work under the Act.

83491. Is the bureau getting better known, or is it one of the difficulties that it is not sufficiently known among the unemployed and amongst employers?—I suppose that is one of the difficulties; it certainly has not been used very much. At present I am not sure whether the system of running it may not militate against its usefulness. No distinction is made between appli-

cants to the labour bureau and applicants for the register; they all have to answer the same questions and to fill up the same form. I think possibly that may deter the better class of applicants from applying.

83492. The record paper then is practically administered to the persons who wish to be put on the labour list?—As a rule; but the officer uses his discretion.

83493. (*Mr. Russell Wakefield.*) Is it the same office for both?—Yes.

83494. (*Sir Samuel Provis.*) Have you yourself formed any opinion as to the working of the Unemployed Workmen Act? I should like to know whether you are in favour of it or opposed to it?—I think as far as I can judge from Liverpool that it has done very little good; possibly it has done no special harm.

83495. It has given assistance to a good many people, has it not; you have had a good many applicants, have you not?—In the first year I do not think it did any good, because we had not great experience in the working of the system, so we tried the giving of a very small dole of work—one week's or a fortnight's work—to practically all the applicants who satisfied the test as to character. Last year a much smaller number of applicants were given work, and they were given it for a long period. The cases were much more carefully selected and watched, and I think last year it did good to those applicants who did get work.

83496. Supposing the Act to be continued, would you have any suggestions for its amendment?—That is rather a difficult question to answer in a few words. My feeling is that it does very little good and excites a great many expectations which are not realised, and so, perhaps, creates more disappointment and bitterness.

83497. Do you think that any amendment in the Act could be made which would obviate those objections?—I think it has been rather difficult to get representative bodies to carry it out quite in the strict way in which it was intended. For instance, more than two-thirds of the registrations in Liverpool under the Act have been those of general labourers, that is, dock and other casual labourers. Personally I am not of opinion that those can truly be called people suffering from exceptional and temporary distress, or that they ought to have come under the Act at all; but they have been registered and admitted as coming under the Act.

83498. Were the larger part of your applications of that character?—More than two-thirds of them were.

83499. You consider that they were not out of employment owing to temporary distress, because the under-employment was practically permanent with them; was that your view?—I think with the general labourer it is a question of a permanent insufficiency of employment.

83500. That is to say, it is rather under-employment than unemployment?—Yes.

Mr. John Ward, M.P.

11 Nov. 1907. 83501. (*The Bishop of Ross.*) You are a Member of Parliament, I think?—Yes.

83502. Do you belong to the Labour Party?—No.

83503. You are prepared to hand in a report on unemployment by the joint board representing the Parliamentary Committee of the Trades Union Congress, the General Federation of Trade Unions, and the Labour Party?—Yes.

(*The Witness handed in the following Statement.*)

1. *The Problem to be solved.*—We have thought it wise to first state what in our opinion the problem is that requires solution, so that there may be no confusion as to aim.

2. *The General Problem.*—It appears to us that as the object of the endeavours to solve the unemployed problem is really to solve the problem of poverty, and inasmuch as sufficient wealth is being annually created to supply all our needs, the creation of more employment is not absolutely necessary as a means of solving this problem; and that as the problem of poverty is caused by the unequal distribution of wealth and the problem of unemployment caused by the unequal distribution of labour,

called; and Examined.

our object should be to endeavour to secure a more equitable distribution of labour and wealth.

3. This in effect is the main object of the Labour movement. We realise, however, that the fulfilment of this object, when all desirous of working may readily obtain work and the just reward for that work, will necessarily be a long and arduous task. It devolves upon us, therefore—while in no way minimising our efforts to secure this ultimate object—to meet and counteract as far as possible the evils resulting from the present system.

4. *The Particular Problem.*—Perhaps the greatest of these evils are:—

(a) That efficient workmen are in constant danger, through no fault of their own, of being unable to obtain employment at the trade or occupation at which they have been accustomed to earn their livelihood.

(b) That as the problem is more or less common in all trades and occupations, the possibility of leaving one trade for another is very doubtful, and certainly offers no remedy to unemployment.

Report on Unemployment by Parliamentary Committee of Trades Union Congress, General Federation of Trade Unions and Labour Party. Problem to be solved more equitable distribution of labour and wealth.

Results of Unemployed Workmen Act in Liverpool.

Class of persons applying to Distress Committee in Liverpool

Evils of present industrial system.

(c) That to hundreds of thousands the danger of unemployment becomes an actual reality causing immense suffering and loss.

5. We suggest this evil should be met:—

(a) By endeavouring to secure a maximum number of workmen to perform such work as may be required, and

(b) Where the volume of work can be increased to advantage, to foster such increase with a view to employing any surplus labour which may exist.

6. The second of these proposals we suggest can best be secured by the Unemployed Workmen's Act about to be introduced by the Labour Members, which seeks to provide work for unemployed persons.

7. The first proposal we feel depends for its success upon its adoption as part of the trade union policy to foster a more equitable distribution of labour.

8. While we do not here dwell upon the other phase of the general problem, viz., "the more equitable distribution of wealth," we may point out that the securing of a better distribution of labour by which those at present unemployed would be kept on as workers would result in placing labour in a much stronger economic position than it at present occupies.

necessity of
regulation of
working
hours in
different
trades.

9. *The Responsibility of each Trade.*—In urging the adoption of this policy upon organised labour, we recognise that the matter must be largely left to the initiative and enthusiasm of the separate trades. We are convinced that workmen desire, as far as possible, employment at the occupation of which they have most knowledge, and from every point of view it is desirable, in seeking a remedy, that this should be kept in mind. For instance, it would be no solution of the problem, so far as compositors are concerned, to be able to offer them work as navvies, or *vice versa*. The aim should be, therefore, to regulate the supply of labour in each trade in accordance with the demand in that trade. If this is so, and of that we have little doubt, there appears to be only one possible way in which it can be done, and that is by regulating the working hours per day or per week, in accordance with the number of workers in the respective trades and the demand for labour in that trade. Changes in the demand for labour, which continually occur, notwithstanding all we can do to prevent them, should be met in times of slackened demand by reducing the working hours per day per man.

10. *Working Hours and not Number of Employees should be the Elastic Part of the Industrial Machine.*—At present, what happens in very many trades is to meet changes in demand for labour by increasing or decreasing the number of men employed and allowing the hours to remain stationary. Under such a method unemployment is inevitable; the economic position of the workers is weakened; changes in demand are intensified, and little or no incentive is given to employers to try and prevent them.

11. Two things, therefore, seem to be necessary:—

(a) To use all our endeavours to prevent a decrease in the demand for labour, and

(b) To meet any decrease which may occur by decreasing the working hours per day or per week, instead of, as at present, decreasing the number of workers employed.

successful
examples of
reduction
of hours.

12. *Practical Successful Examples.* We are strengthened in the belief that these suggestions are in conformity with the trend of what has been found by experience to be the practical solution, by the fact that several trade unions are moving along these lines. They are endeavouring to place a limit on production in times of exceptional demand by placing a limit upon the number of hours it is possible for their members to work. Thus, the textile trades are practically limited by law to fifty-five and a half hours per week.* The engineers are limited by agreement with their employers to not more than a certain number of hours' overtime per month per member, and the London compositors have also placed a limit upon overtime in their trade. This is all in the right direction, as it tends to spread demand over a more

* The law only directly affects women, young persons and children, but, as is well known, the men's hours coincide with what is fixed by law for the other workers.

lengthened period, and all endeavours such as the conferences on overtime at present being held under the auspices of the Parliamentary Committee should be encouraged. We see no reason, in fact, why the practice in the textile trades, where no overtime at all is allowed, should not be generally established in other trades.

13. The great difficulty arises, however, when demand for labour begins to fall. Beginning with a period of exceptional demand when overtime is being worked, such fall can, of course, be met by curtailing overtime, or, in other words, reducing the hours of labour. When, however, overtime is so curtailed as to bring the working hours down to what is recognised as the normal day or week, then, instead of continuing reducing hours, the working hours are allowed to remain stationary and discharges take place—an unemployed problem being the result. We are strongly of opinion that the object should not be to keep working hours at the normal, irrespective of the numbers employed, but to keep shortening hours as demand slackens, the object being to keep all employed. Where this policy is adopted, as in the textile trades, and by individual employers in other trades—the result is that unemployment is reduced to a minimum.

14. Difficulties, of course, confront us in any endeavour we may make to have such a policy adopted by employers, but we think a strong and vigorous effort should be made, and particularly should we bring all the forces at our command to induce the Government and public authorities to adopt this method of regulating the industries they control.

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Necessity of
urging
Government
and public
authorities
to regulate
hours of
their
employees.
Methods to
be employed.

15. We therefore recommend:—

(a) To minimise fluctuations: That trade unions be urged to abolish overtime, and that where this is not wholly possible it be restricted to the narrowest limits, and that when worked it be penalised to the fullest extent.

(b) To keep the whole body of workers in employment: That the present practice of discharging workmen in times of depression be discontinued, and the short time system adopted so that a shortage of employment might be met collectively by all working shorter hours.

(c) To ensure the practical application of the above suggestions: That the Joint Board seek the sanction of the three national labour organisations to circularise all trade unions urging them to place these proposals before their members so that uniform action towards their adoption may be taken throughout the whole country.

83504. (Bishop of Ross.) I think there is another document you want to hand in?—Yes. The General Federation of Trade Unions and the Parliamentary Committee of the Trades Union Congress began to consider this subject on what I should call a systematic plan in 1904, and they issued a report at the latter end of 1904 that I should like to hand in; otherwise, there would be some omissions and something that would not be quite so plain if only the second report was placed in. The first report that I have handed in was issued in 1906, the second report was issued in 1904 prior to the passing of the Unemployed Workmen Act.

Report by
joint committees
of Trade Unions
and Parliamentary
Committee of
Trades Union
Congress and
General Federation
of Trade Unions in
1904.

(The Witness handed in the following Statement.)

1. The following are the proposals which were drawn up by the joint committees of the Parliamentary Committee Trades Union Congress and General Federation of Trade Unions, with the co-operation of the Labour Members of Parliament:—

REPORT ON UNEMPLOYMENT.

(1) PREAMBLE.

2. That this conference is of opinion that the main cause which leads to large numbers of men being without employment is due to the absence of organisation in industry, intensified by the increased production of labour-saving appliances unaccompanied by an adequate reduction of the hours of labour or a sufficient increase in remuneration.

Chief causes
of unemployment.

3. The displacement of men by women and young persons through the introduction of automatic machinery.

4. The absence, particularly in Government works, of any attempt to regulate the distribution of work so as to maintain employment at an even level, thereby causing alternate periods of rush and stagnation.

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5. The fact that the financial resources of the country are being constantly drained in avoidable wars and extravagant expenditure.

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Character
of existing
methods of
dealing with
unemploy-
ment.

(2) EXISTING METHODS.
6. That the existing methods of dealing with unemployment, apart from trade union effort and financial aid, namely:—(1) Public, semi-public, and private employment agencies; (2) Public, semi-public, and private relief; (3) Private charity, are, when not positively harmful, defective and inadequate.

7. In varying grades of proportion the above methods are ineffective, and more or less demoralising, inasmuch as they weaken the sense of individual and collective responsibility for existing conditions, and notwithstanding generations of experiments they have lamentably failed to furnish even a temporary solution of the problem.

(3) REMEDIAL PROPOSALS.

The Regulation of Industry.

8. The first essential in dealing with this question is a more systematic regulation of industry, as a means to which we suggest:—

(a) That the Government be urged to regulate the distribution of work under its jurisdiction, so that the necessity to discharge workmen will be obviated.

(b) That the principle of regulating the distribution of work with the object as stated in Clause (a) be urged by the Government upon all public bodies and recommended to private firms.

(c) That the practice of working overtime be generally discountenanced.

(d) That local public bodies, similar to those formed under Mr. Long's recent scheme for London, with the addition of a considerable proportion of direct trade union representatives, shall be permanently established in all localities throughout the country.

(4) EMPLOYMENT.

9. That as a means of reducing the necessity to fall back upon Clause (d), we suggest:—

(a) That works of public utility be carried out with the least possible delay, such as that proposed by the Government last session relating to the port and docks of London and the improvement of the Thames; coast protection against the encroachment of the sea, and general reclamation of the land saved from such encroachment; necessary harbour works, and work already decided upon in connection with the postal and other Government Departments. The acquisition by the Government of waste land at present unfit for agricultural purposes with a view to afforestation.

(b) That the practice followed by public bodies of refraining from putting work in hand during the winter months be as far as possible modified in order that workmen may be more regularly employed throughout the year.

(c) That when it is necessary to fall back upon Clause (d), Section 3, the public bodies so formed shall acquire land to which the unemployed may be drafted with a view to the workers and their families eventually becoming self-supporting through a system of co-operative farming.

(5) ORGANISATION.

10. That the agencies recognised as empowered to deal with unemployment should be:—

(1) Public bodies as alluded to in Clause (d) Section 3.

(2) The trade unions of the country.

Duties of each of above Bodies.

(a) That public bodies should organise co-operative farms and other means whereby men recommended to their notice by trade unions, and in exceptional cases Poor Law guardians, shall obtain employment.

(b) Trade unions, by reason of their existing practical machinery by which workmen are advised as to places where employment can be obtained; their system of aid to

unemployed members travelling in search of employment; Trade union their recognised agents in every part of the kingdom; and should deal with their financial responsibility for unemployed benefit alone respectable men which now amounts to £600,000 per year, together with temporarily unemployed their knowledge of the character, suitability, and antecedents of their members should be the recognised agency to deal with the class of workers described by Mr. Long as:—"Those who are respectable men temporarily distressed owing to inability to obtain employment."

11. Poor Law guardians should be the recognised agency to deal with the class (2) described in Mr. Long's scheme as:—"Those who should be regarded as ordinary applicants for Poor Law." Guardians should deal with ordinary Poor Law applicants.

Immediate Distress.

12. With a view to dealing with the present acute distress occasioned through lack of employment, the President of the Local Government Board be urged to issue to town, urban, and district councils, and other sanitary authorities, a circular on the lines of those issued by his predecessors in the years 1886 and 1892. Need of Local Government Board circular.

83505. (*Bishop of Ross.*) In the Report for 1906, I see it is set forth that there is a general problem and a particular problem?—Yes. General problem of unemployment.

83506. The general problem is the unequal distribution of wealth?—Yes.

83507. That is a very large question, and I do not know whether you wish to say anything on the matter?—I think that the general problem is the more equal distribution of the amount of employment that really exists. That in itself would probably end in the more general distribution of the wealth.

83508. That is; if there were a more satisfactory distribution of employment?—Yes.

83509. The particular problem is the want of an equitable distribution of employment?—Yes. Particular problem of unemployment.

83510. You point out that the efficient workmen are in constant danger of being thrown out of work through no fault of their own?—That is so.

83511. And that this condition of things is common to all trades?—Yes, all.

83512. Therefore, you think no relief can be found by transferring the men from one trade to another trade?—Not sufficient to be of any importance to deal with the problem.

83513. Do you think, taking a particular trade, while there is a surplus of workmen in one district there might be room for those workmen in some other district?—In some trades at some times there would be. Value of migration of workmen.

83514. Hence, if you could shift the men from the district where there was unemployment to where there was need of them, to that extent the problem would be solved?—To some extent it would.

83515. This would be dependent upon some agreement with the trade unions, I presume?—Yes; they are about the only organisations that do really practically perform that part of the work.

83516. Some witnesses have recommended very strongly the establishment of labour bureaux in order to effect this exchange, shifting of men from one district to another; what is your opinion about the labour bureaux?—If the labour bureaux were composed of direct representatives of the men, in proper value and constitution the trade, and especially of the organisation representing that trade, I think possibly they might do a considerable amount of good.

83517. Do you think the employers should have any representation on the bureaux?—I see no reason why they should not.

83518. Would you think it desirable that the bureaux should have the goodwill both of the employers and of the employed?—I should think that is absolutely necessary if a bureau is going to do its work properly.

83519. And, I take it, you would think it would be desirable if you could get the employers to look at the bureaux so favourably that they would go to them for their men?—I think it is quite possible that if there were a fair proportion of representation for the trade unions concerned upon the bureaux, it might be that they would agree to forego their own private methods special to their organisation. If such a condition could be provided it

Remedies—
regulation
of industry,
and steps
thereto.

Works of
public
utility to
increase
employment.

Desirability
of spreading
of work
of public
bodies.

Acquisition
of land by
public bodies
for co-
operative
farming.

Proper
authorities
to deal with
unemploy-
ment.

Co-operative
farms under
public bodies.

would unquestionably necessitate the employers, if they wanted men, going to the bureaux for them.

83520. And to that extent it would help to alleviate the trouble?—Yes.

83521. It would not radically remedy it, I presume, but it would alleviate it?—Yes.

83522. And there still would remain in various trades an insufficiency of work, would there not?—Not necessarily an insufficiency of work, but not a proper distribution of that work.

83523. I think your Statement recommends as a remedy that the hours should be shortened?—Yes.

83524. That seems to assume that the amount of work should be insufficient to employ all the men for the full number of hours?—That is the case. Certain trades have tried this method in preference to dismissals, and they have found it very satisfactory both in steadying wages, and generally in keeping up the moral character of their men. It has been tried with very good effect in some cases in the boot-making trade, but more particularly in the textile trades. While I am not in a position to give details as to its effect in the textile trades, after conferring with the representatives of these unions on our committee, I am able to say they greatly favour any reduction of time to the individual to any extent in preference to the dismissal of anyone.

83525. Are they opposed to working overtime?—Yes.

83526. They think that should be discountenanced as much as possible?—Yes.

83527. If it came to the alternative of either dismissing some of the men or reducing the number of hours worked by the whole body, I take it they would prefer to reduce the number of hours worked, and to keep the mass employed?—Yes.

83528. I presume the wages per hour would always remain the same?—Yes.

83529. So it means that each individual man would earn less in the day in order that his fellow should be employed?—Yes.

83530. I see it is suggested in Paragraph 12 that as far as possible in busy times over-production should be avoided?—Yes.

83531. Several trade unions you say "are endeavouring to place a limit on production in times of exceptional demand by placing a limit on the number of hours it is possible for their members to work"?—Yes. That has been done, notably in the coal trade, where occasionally the employers have steadied production for several reasons, and there have been other instances in which the trade unions, for the purpose of limiting the output, have declared stop days. We think that that may be desirable in certain cases.

83532. It seems to me that there are cases where it would not work, at least to the full extent. Suppose orders are placed in the iron trade, as occurred lately with the trades for rebuilding houses in San Francisco, if those orders cannot be completed within a certain time they will go elsewhere. What would be your view in such a case as that?—In a case of that description, of course, it would be impossible to do other than take great care that if continuous work was required there should be a certain definite number of shifts of men employed—I should say at least three shifts.

83533. In trades where we have practically in this country a monopoly we should regulate production?—Yes.

83534. But where we come in competition with other countries, I suppose we should be very cautious?—Great caution would be necessary, undoubtedly.

83535. The main suggestion in your Statement is, as you say in No. 10, to reduce the number of hours of those who are employed instead of throwing men out of employment?—Yes. The whole contention of the Trades Federation, which is now the largest combination of industrial workers in the world, is that the hours should be the elastic part of the industrial machine, and not the number of men employed—they found when it was thought there is less employment in the trade that should always be met by a continuous reduction of the hours of those who are working in the trade in preference to the dismissal of anyone.

83536. Can the men be easily brought to agree with that system? It means a lessening of income, and, therefore, a lessening of the standard of living that he and his family have adopted?—The opposite of that is still worse. The dismissal of a considerable number of men in a trade has resulted not only in the loss of respectability and self-esteem on the part of those men, but very often it has been discovered in some trades that by the mere fact that there are those men there they probably become disorganised and generally demoralised. I think it is a tendency even affecting the working conditions of those who are at work, and that in the textile trades they have discovered that it is a great advantage to maintain the *morale* of the whole trade, even though individual members of the trade union may object to it, these societies found it to their advantage to enforce the principle as far as possible.

83537. I can quite understand that having regard to the public advantage and public utility it is necessary that there should be public spirit, but is there much difficulty in getting the individual to take a wide public view?—I do not think there is when it is fairly placed before them. For instance, I was at Northampton a fortnight ago, when an officer of the Bootmakers' Union informed me that they had specially called a factory together to ask the workers whether certain reductions of time were to be allowed, or whether twenty men should be dismissed on the next Saturday; and the men unanimously decided to take less time, so that all the men should be employed.

83538. That showed great public spirit. Is there anything on your first statement that you wish to add before I go to the other?—No; but there is one thing which is quite a personal matter that I should like to mention. Probably it would be better that I should state that at the end. It is with regard to men tramping from place to place.

83539. Perhaps you would kindly mention it at the end. The second part of this second paper deals with the existing methods of treating unemployment; amongst those we have public, semi-public, and private employment agencies; public, semi-public, and private relief; and private charity. We have had a good deal of evidence on the question of charities, which has been specially taken up by the Commission, and I think it would be hardly necessary to go into that point now?—Quite so.

83540. Now, with reference to the remedial proposals, this paper seems to me to differ from the first to this extent, that in the first the main object is the regulation of industry by employers and employed, and in the second a good deal of the burden of regulating employment is thrown on the Government?—That is not what was intended. What the Committee felt when discussing this matter was that their suggestions outside the Government could only be for our trade unions and employers generally to educate public opinion upon what we thought would be the very best way of avoiding the necessity of having unemployed men upon the streets. We can only proceed, as it were, tentatively, but we thought the Government, at least, ought not to discharge any workmen, but that it ought to regulate its business at once in such a way that no further discharges should take place. You see the principle is the same.

83541. Two proposals have been made to the Commission from time to time with regard to Government work. One proposal is that the Government should leave over any work that would bear leaving over and get that work done in periods of distress and periods of unemployment; the other proposal is that the Government should take on a fixed set of men and keep them always employed?—I think, considering the exigencies of Government work, you would find that that would be almost impossible. Certainly the volume of work could never be maintained at one dead level. Taking either view of it, you could only maintain a regular staff in Government employment, just the same as in any other employment, on the condition that the suggested remedial measure contained in Section 3 of our Report of 1904 was adopted. Government work is bound to fluctuate just the same as every other work. Of course there is a great deal in the suggestion that that work which is not immediately pressing should be held over for periods of depression; I quite agree in that.

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Effects of
unemployment
of numbers of
men in a
trade.

Feeling of
individual
workmen as
to reduction
of hours.

Proposals
as to
regulation of
Government
work.

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83542. It was pointed out that such work as painting and a good many things of that class which are not done by ordinary employers in the winter-time could be done by the Government, so as to give employment during the slack time to workers of that sort?—But it would be really only those who are competent to do the work who could do it.

83543. Yes; that is work that could only be given to certain tradesmen?—It is unfortunate that painting, especially in the case of private dwellings, is done at just a certain time of the year, so that it has become almost entirely a season trade.

83544. What you want principally is that the Government should set a good example itself?—Yes.

83545. You want the Government to encourage other public bodies, and through that encouragement of other public bodies private individuals might be induced to follow on the same lines?—Yes.

83546. You suggest in your fourth section that the Government could find a good deal of employment; should the employment found by a public authority be in your opinion reproductive?—Yes.

83547. Then you would not give employment merely for the sake of having men employed?—Certainly not. It would have to be useful work, most decidedly. All the suggestions contained in Section 4, I believe, are useful and may be profitable in some cases.

83548. If they are not useful, and in such cases as the reclamation of waste land and afforestation we know, to some extent at least, reproductive, you would not encourage them, would you?—No.

83549. I suppose we need not claim the highest possible return for the investment?—No; nothing of the sort.

83550. But there should be some return?—Yes, some return.

83551. There have been instances already of some efforts for the reclamation of waste lands and for preventing encroachments of the sea, so that it is possible to know whether that may be profitable or unprofitable?—I could not say that I have sufficient practical knowledge of these particular works to know; but there are several cases where, if they were undertaken on a sufficiently large scale—a scale that I do not think any locality or any private individual could undertake them on—would unquestionably be productive. I give as an illustration Southampton Water and the whole extent of country that is covered over between Southampton and Romsey. At high tide possibly not more than 3 feet 6 inches of water will cover an immense tract of country. Some of the best sites have been reclaimed, evidently, in years gone by; and, undertaken on a definite scale and a sufficiently large scale, I think great advantage to the nation could be secured by an effort in that direction. There are many other similar works which I daresay members of the Commission will have in their mind's eye.

83552. Reclamation works very many years ago, you know, were done by men when the standard of living was low, and when men were not earning 5s., 6s., or 7s. a day, and agriculture was quite as profitable or even more profitable than it is now; so it does not follow that because the reclamation of waste land was profitable 100 years ago it would be profitable at present under the changed conditions of living and wages and under the changed conditions of agriculture?—You have got to consider what are the advantages. First of all it would be keeping men in regular employment and preventing them sinking so low that they would cease to have respect for themselves. That is an asset, it is true, which you could not put down on a balance-sheet, but still it is most important from the point of view of national efficiency.

83553. Would you urge, then, that we should spend money though there was to be no return?—No immediate return.

83554. Would you urge that we should expend money on the reclamation of waste land when we could not get any money returned from the investment, either now or in the future?—I should say yes. Many things that might be unprofitable to-day, so to speak, might be profitable farther on in the history of the nation.

83555. Of course afforestation is a big question, and we need not go into it very fully; but do you happen to

know that the number of people and the wages in afforestation are very small?—I have heard so. I have seen many figures worked out with regard to afforestation, some to its advantage and some otherwise.

83556. Are you referring now to the amount of money spent on wages for clearing the ground and planting the trees?—Yes.

83557. Some of the very best authorities say that the amount on wages must not be more than £2 or £3 an acre?—That is so, if it is going to be done with a view to profit.

83558. If it is going to be done without loss, for I am afraid that the view of profit is rather a hazy view. A large estate has been purchased in Scotland, 25,000 acres for £25,000, and it is going to be planted at the rate of 150 acres a year. That will work out at only £300 or £400 in wages; and I heard the Commissioner of Woods and Forests state quite recently that there would be only eight men occupied?—I think I heard the same statement.

83559. That does not go very far towards employing men?—No. Afforestation is only put forward as one of the tentative proposals.

83560. In paragraph 4 (b) the suggestion is made that public bodies, in order to keep their work going on all the year round, should refrain from keeping over some of their work for the slack periods?—The great thing that the trade societies are aiming at is constant employment and regular employment. We do not wish even the work done by public authorities to be considered as merely relief work or occasional work. We think it much better that men should be gradually organised and industry should be gradually organised in such a way that a man can have a future regularly before him in any business or work that he is engaged in.

83561. But periods of distress will arise, I presume, in spite of all that can be done?—Yes—

83562. So long as the world is under different Governments and different authorities?—So long as there is no central organisation of industry.

83563. Do you mean for a country or for the whole world?—I mean for the country.

83564. But the country is not self-independent in a matter of this kind, is it?—Will not the conditions of labour in England be modified very seriously by the conditions of labour in the United States, in Germany and in other countries?—Yes. It must be a general law of progress and no one nation seems to step entirely out on a line of its own. We are interdependent without a doubt.

83565. Will not the changes of industry abroad—the periods of depression or the periods of success—have their echo in this country?—I think human ingenuity, if it applied itself really to it scientifically, could mitigate these periods, however.

83566. I agree that they would mitigate them, but you cannot do away with them, can you?—Possibly not.

83567. So that we will have still mitigated periods of depression?—Yes.

83568. What would be your suggestion for meeting these periods of depression when they do come? A short time ago I think you agreed that if the Government could employ in winter time some of the artisans whose slack time it then was, that would help?—The great central point of trade union policy with regard to unemployment is, as I have suggested, whenever there was a serious depression of trade, a gradual reduction of hours, that is, a reduction in the volume of work performed by each individual and distributing it over the others. That is how we should meet the question of depression.

83569. But in spite of all that you would still have periods of depression which nobody can account for; they come like bad weather. What is your proposal to meet these periods of sudden depression?—I do not think that there is any way out of the difficulty. You are bound to take them for the time being just as best you can.

83570. Would you agree that if the municipal bodies did some of their work during that period of depression

Afforestation: its possible value.

Importance of regularisation of work of public bodies.

Industrial depressions inevitable to some extent.

The proper way of meeting periods of depression.

Duration of periods of industrial depression.

Necessity of publicly provided work being productive to some extent.

Reclamation works.

Meaning of "profitable in regard to public works."

Afforestation: its possible value.

Duration of
periods of
industrial
depression.

that would help to relieve the strain?—Chronic depressions appear, according to the best authority, in cycles of ten or eleven years, and it would not be possible to keep your work back for ten or eleven years as a rule, I should think.

83571. The latest depressions we have had come, unfortunately, in much shorter cycles than that, taking our last three periods of depression?—I have read several works that are considered standard works on depression of trade.

83572. We have had periods which are much less, have we not?—No. I should say it has run from 1884 to 1886, and then from 1894 to 1896. This period, perhaps, does not quite fit in with that theory; but then you have had a great campaign not only in this country but in another part of the world, which may have upset the regular cycle of industry so far as our trade is concerned.

83573. You refer to the firing away of a great deal of money in powder and shot as one cause of depression?—Yes. I may say that the interest of this first report we are now considering—what makes it interesting to me at any rate—is that we had the assistance of the President of the Local Government Board in drafting it.

83574. That is Mr. John Burns?—Yes.

83575. (Chairman.) That was some time back, was it not?—In 1904.

Special
class of
trade unions
to be consid-
ered with
problem of
unemploy-
ment.

83576. (Bishop of Ross.) You intended to say something at the end; is there anything further you wish to say on these papers; if not you may make that statement?—The only one thing I wish to draw attention to on these papers is that the trade unions of the country are entitled to be specially considered with regard to any national organisation that is formed to deal with this subject, as they probably spend more than anyone else on this difficulty to-day. I think last year the money spent by the trade unions in assisting their workmen amounted to nearly £700,000, and therefore we think at least that we should be entitled to some consideration and representation. The Government itself only placed £200,000 in the Budget as being the share of the nation, as a whole, apart from the Poor Law and the local rates; whereas the trade unionists of the country set aside some £700,000. The point that I wanted to draw attention to outside the papers was one that I personally know as applicable to men who are tramping the country looking for work. I unfortunately had to do that for a considerable time. The first part of my life I was working on public works. They usually end, most of them, in, say, twelve months, or about two years at the outside. Then one has to look for work elsewhere. We have a population in this country of men following public works of that description which the Navy Mission Society has tabulated and shows to be about 170,000. When walking from place to place and very often finding it impossible to get work, one is obliged to seek the casual ward occasionally. I, unfortunately, have done so myself. The great difficulty, then, with the workman is that he loses two or three days. No matter how regular his habits may have been, if he finds himself in difficulties and obliged to seek the casual ward while looking for work, he has to perform a task which makes it impossible for him to get on to the public works or works of any description that day to look for employment; and that is a great inconvenience. I was wondering whether it was possible that some kind of certificate could be issued from a certain locality, for at least a certain number of days, to a man who was known to be a thoroughly accomplished workman but was out of employment, which would enable him to secure shelter from the guardians at least for a number of days while he was looking for work, and to be let out in the morning in sufficient time—not to be treated as an ordinary tramp or an ordinary casual, anyhow—but treated so that he might be able to get work. I think very often that that would assist him, and that he would not have to apply for relief so often if it were done. That is an observation of my own and does not come from my committee; it is just something that I remember perfectly well when I was working myself.

83577. Perhaps you will be gratified to hear that that recommendation has been made by the Viceregal Commission on the Poor Law in Ireland, who published their Report a year or so ago?—I am pleased to hear it.

83578. (Chairman.) I am sorry I was not able to be here at the beginning of your examination. Just following up the subject you were alluding to, you had a good deal to do, had you not, with forming the Navyvies' Union?—Yes.

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83579. I suppose navyvies' work would hardly be called unskilled labour, would it?—No. Of course there are some classes of navyvies' work that would be termed unskilled.

Navyvies'
work.

83580. In fact from their being strong big men I suppose they get rather the pick of the market. There is not much fluctuation, is there, in their employment?—No, there is not; it is only a question of taking the labour to the right quarter.

83581. It has been suggested to us that there should be a system of labour exchanges established all over the country in connection one with another. What is your view about that, or have you not considered it at all?—Provided there were trade union representation so that men would not be conveyed from one place to another to take possibly the position of men who might be in some dispute or other as to wages or working conditions—providing that was guarded against by proper trade union representation, I think it would be very desirable.

Labour
exchanges
and trade
union
representa-
tion.

83582. There is a difficulty, you know, which is rather inherent in the situation that if you have these labour exchanges who deal with the unemployed who, as a rule, are less efficient than those in employment, there is trouble rather about the wage because the trade unions naturally adhere to their standard wage?—Yes.

83583. Do you think that if these things became generally established, and there was a representation of workmen and trade unions upon them, the system might be developed with very considerable advantage?—Looking at my own business, I must say it would. If we should transfer some of our people to those places where their labour is required, without all the misery they have to go through, sometimes now in tramping from one place to another, and then not going to the right place, I think it would.

Advantage
of labour
exchanges in
preventing
tramp for
work.

83584. Of course, if you have any organisation of that kind, it would be quite possible to give the sort of pass that you want?—Yes.

83585. By which a man would be able to be helped on his way without going into the casual ward?—Yes.

83586. Now going a little further in the way of organisation, it has been impressed on this Commission that there is a mass of low-grade labour aggregated at certain places like London and Liverpool, and that there is apparently little or no organisation for dealing with it?—There is little organisation, I am afraid, amongst the lowest of that class.

Casual
labour
system.

83587. I suppose that as long as you have this system of casual labour it will be very difficult to organise. Will it not?—It will be always.

83588. Unless the wage is more reliable the man cannot pay, whatever his contribution may be, to his union?—There are several weeks in which probably he could do nothing. He gets behind, then the next week he has to make up his own home and domestic arrears; then he finds that his society perhaps has become rather a serious item, and then he shirks it for a while and then he goes back altogether and you lose the run of him and he loses interest in himself and his fellows.

83589. I suppose you agree that this system of casual labour is really one of the main causes of unemployment and distress?—Unquestionably.

83590. It has been suggested to us—I do not know whether this has come under your purview—that boys leaving school now have too many opportunities of getting the sort of casual employment which brings in a few shillings a week; they work as newspaper boys or as messenger boys, work which rather falls in with a boy's tendency; but after they have been employed for a certain time, they will go into the factories, where they will get a few shillings a week, and then when they become eighteen, say, they are turned off and they help to swell the ranks of the unemployed?—I have not much information about that, and I have not much experience of it, but I should imagine that in great industrial towns that would be so.

Casual boy-
labour.

Mr. John Ward, M.P. 83591. I suppose your organisation does not touch that class?—No.

11 Nov. 1907. 83592. As regards the country, the navvies really came from agricultural labourers originally, did they not? —A considerable number of them are born on public works.

Navvies' work.

83593. How far back—about three generations?—Yes, I should say so. There has been an immense navy class, I find, having studied the question, that is going back for a considerable number of years. First they were at work on the old canal system, then there was all the dock work, and in fact the navy appears to have been part of the industrial machinery for a good many centuries.

83594. I suppose the form of work has totally changed; first it was canals, then it was railways?—Yes.

83595. Now it is what—trams?—Trams, great water-works and docks. Immense docks and harbours have and are being constructed; for instance, there are two large docks, one at Hull and one at Grimsby. Then there are all the works connected with Forsyth. There is an immense dock, one of the largest docks, I suppose, in South Wales, under course of construction in Swansea. There is another one—two or three practically—at Newport; and so on. There have always been, as a matter of fact, a considerable number of these men.

Navvies recruited from Irish agriculturists.

83596. You are rather a special class; are you much recruited now from the agricultural labouring class?—We are recruited from the agricultural labourers from Ireland, but not from England.

Navvies and their work.

83597. When these great works take place, is there a migration to them?—Yes.

83598. I suppose in certain cases it depends on the duration of the job, whether the men take their wives and families with them?—Yes.

83599. When it is a short job, what do they do? Do the men leave their wives behind them?—Mostly they leave their wives behind them then.

83600. Does it often happen that a number of navvies are attracted to a place, and they get work for two or three years and then they are suddenly stranded?—Yes.

83601. That is not uncommon, is it?—It is not uncommon, unless those who have got some foresight about them take note. There are a considerable number of those now, as the tendency, I am pleased to say, has increased for men to take note that works are beginning to close and immediately to begin to speculate on where is the next job, and the best opportunity of getting fresh work. Our society is assisting them in that by issuing notices of the contracts and the works that are on.

83602. The building trade is, I suppose, something quite apart from them?—The building trade is apart from them, but it is closely connected with them in such a way that there are some firms who do building work and also public works.

83603. Do you feed one another at all now?—Yes, to some extent.

83604. Taking the navy as the skilled labourer, is there much unskilled labour attached to this work?—There is a good deal of unskilled labour such as mere waggon-filling which a good Irish labourer can do. I am sorry to say that he has lowered the standard for that kind of work considerably of recent years.

Immigration of Irish labourers.

83605. (*Bishop of Ross.*) Are the Irish labourers coming over to the same extent as they did years ago?—I think more so. I take Swansea as an illustration. Probably the opening of the Fishguard route might account for that a little, but we have been hampered considerably in that case.

83606. There has always been a considerable number going into Cardiff, Swansea and ports on that coast from the east coast of Ireland?—Yes, that is so.

83607. They have always gone to those particular places which are near to the South of Ireland, and they are not spread over the rest of the country, are they?—No, not so much. It is just those works that happen to be near the line of route from Ireland where you find them.

Accident and sick pay in Navvies' Union.

83608. (*Chairman.*) Has your union got many pensioners or many persons in receipt of sick pay?—We have accident pay and sick pay for a certain proportion who take the precaution to pay for it.

83609. Your sick pay does not run on so long that it becomes almost old-age pay, as is the case with some, does it?—No. It did for some time, but we found that that was a burden which the society could not undertake, and therefore it is reduced to four years.

83610. Do any proportion of old navvies fall back on the Poor Law?—I could not say, but I should think they must do, though I am bound to say that taking the best of the firms, like Lucas & Aird, John Aird & Sons, as it is now, and several others that could be mentioned, they do find work for a large proportion of their old men, such as watchmen and gate-keepers to look after points, and that sort of thing. They are not at all hard on their old men, and I should not complain of them in any way. I do not think there are any of the contractors but try to assist their old workmen as much as possible.

Position of old men in navvies' trade.

83611. Is the navy's occupation a long-aged one?—It is, now that piece-work has been to a very great extent abolished. But the life of a navy in olden times was not worth much after about ten or twelve or thirteen years.

83612. I suppose the practice of contractors and others is rather to take their men with them, and only to rely to a comparatively small degree on others turning up?—They take, as it were, the skeleton of their staff, that is, the whole of the timekeepers, the head walking foreman, and the gangers underneath. These are generally fairly regular men, although they may stand off occasionally for a month or so. The rest of the men have to go to the work haphazard as best they can. The only thing is that as the gangers who go are the same, naturally they are almost certain to employ the same men owing to the clannishness that there is about them.

Regular navvies under certain contractors.

83613. They take their own lot?—Yes.

83614. Has the cessation of work, in your experience, or the finishing of the work in a certain locality, tended to much local distress?—Occasionally it has.

83615. Is there any example of that just now?—No.

83616. I think the purport of your evidence is that there is very little hope of improving the present position of a large number of the low grade unskilled labourers unless there is more organisation?—Certainly.

Necessity of organisation of unskilled labour.

83617. Organisation amongst themselves, and organisation by public bodies, the Government if possible?—That is so.

83618. You see the difficulty of it all is that if you organise any grade you have, probably in some way or other, to push out the least efficient class?—Yes. There is a tendency which is growing every day, whether we like it or not, that the best men, the most intelligent, and the most far-seeing men, are generally the men who organise; and the indifferent men—I would not like to use such a word as "wastrel"—but the thriftless part of the men, are not.

83619. I think probably your idea is the same as mine; you are thinking of something rather better than the wastrel?—Yes.

83620. I think in any scheme that may be suggested you have got to face the difficulty that in consequence a certain number of them will be pushed out and some kind of provision, either by labour colonies or by the Poor Law, or something else, will have to be made for them?—The main central point which the Federation wished me to attend here to explain is that the main central point of trade union effort is directed towards a reduction of hours in any trade that is depressed so as to prevent the man getting lower in the scale, and in such a condition that he has no longer any respect for himself.

Reduction of hours essential trade union view.

83621. But of course you cannot push that beyond a certain point, can you?—I should not think it is possible to imagine that the depression of any trade, except a trade that is really dying, could not be mitigated. With a live and vigorous trade I cannot imagine its condition being such that you could not to a great extent mitigate the effect of a temporary depression in it by these means.

83622. I gather that if some arrangement could be come to with the great registered trades societies, and if they exchange could be induced to fall into a system of regular labour exchanges, you think that would be a great step?—I think it would have great advantages.

Labour

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83623. (*Mr. Loch.*) The effect of the proposal of your federation in regard to the trade union trades would be that there was a small reduction, comparatively, in the hours of work, but that the total number of men would be increased?—Yes.

83624. Upon those men who are doing skilled work there are a good many unskilled labourers attendant in one way and another?—In almost all trades.

83625. You think that the effect would be that these men, too, would not be discharged, but would remain attendant on the skilled labourers?—Yes.

83626. Can you tell me, if this plan were adopted, what would be the number of men that in that way we might hope would be kept in employment instead of having to leave?—Considering that under the present arrangements about 9 per cent. or 10 per cent. (perhaps it goes a little higher than that occasionally in certain trade organisations) are displaced working full time, I should think that we ought to be able to deal with the problem to a very great extent.

83627. That is to say?—The 9 or 10 per cent. might be almost entirely absorbed by that method.

83628. That covers all that circle of industry which is directly dependent upon trade union labour or skilled labour?—Yes.

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83629. Could the relation between the trade union and the unskilled labour that attends and works round it, be in any way strengthened? The great difficulty, or one great difficulty, at any rate, is that granted that your system were adopted, in times of out of work, while the union men have their funds the men that are labourers outside the union have no funds. Could it be possible that a union, so to speak, circling round the present skilled trade union, could be formed like a satellite to it?—I do not know, I am sure, whether that would be possible; but there are in some trades a fairly good proportion of the unskilled workmen who are authorised, such as in the building trade, and I think ship-building, and several other industries that one could call to mind, where the proportion of the unskilled labourers who are members of the same organisation would be dealt with.

83630. In the building trade there would be a comparatively large amount of unskilled unorganised labour attendant on the other, would there not?—Yes, I think there would be a very big proportion.

83631. In your view it is better that they should, if they can, organise themselves independently than that they should organise in relation to some other body which is employing them practically?—If the principle was adopted by the employers generally, and by the organised workmen in the trade, that would equally apply to the unorganised men in those trades that were partly organised, the effect to the unorganised men would be practically the same. They would reap the benefits of steady regular employment the same as the men who were connected with the trade organisations because the principal would have to be general, it could not be applicable to just a certain number of men in the establishment and not the others. It would have to be general.

83632. Therefore this would lead to the organisation of the unskilled by reason of the fact that their wages, and therefore their work, had become steady?—I think so.

Problem of
seasonal
trades.

83633. With regard to the season trades, are these season trades largely dependent on the skilled workers of the unions?—The building trade I am afraid as a whole is bound to be taken as a season trade, and it is, of course, the largest trade there is in London. There are periods of bad weather and wet, and so on, when it is almost impossible to employ the men.

83634. But the skilled men, the union men in the skilled trade of building, if we may so put it, are really independent throughout the whole year: they do not come to any work of relief of that kind?—Very rarely. Our society was asked, I think it was last year, to supply foremen for distress works somewhere at Epsom, which we did, but beyond that I have had no official cognisance of whether our men were employed in that way or not.

83635. Even in season trades where you get any organised labour the brunt of the difficulty of winter is met?—I do not think so. I think that there is still a very serious difficulty even in the best organised trade

in season industries. There is a period when it is almost impossible; for instance, unemployed pay is not paid to men who are merely stood off because of weather conditions, it is only when they are actually dismissed; and therefore some years there are several weeks, five or six weeks in some cases (of course within our memory it has been more) where the work has been absolutely closed, and yet none of the men would be entitled to claim any benefit, therefore unless there was some public means for the supplying of their wants in the meantime it would be a very difficult problem for them to live.

83636. But they now remain outside the public means of relief, do they not?—In that case I think not. I think I can remember about 1894 or 1896 when some considerable number of tradesmen in London were forced to do certain temporary work which was found by the different public authorities in London to get over that period of distress.

83637. The general census, so to speak, of unemployed persons, I think I am right in saying, shows a very small proportion of skilled trade union men upon them?—Yes.

83638. Therefore in the main they have met the difficulty, have they not?—In the main the difficulty is met, but even 4 or 5 or 6 or 7 per cent. of men in a trade out of employment is a very serious matter indeed to those men, and that ought to be avoided if it possibly could be.

83639. You would expect, I presume, from men being out of employ as between place and place, or something of that kind, there would be a certain percentage of normal unemployment even in the best of years?—Yes, you would be bound to, I suppose: the mere transit from one place to another would involve probably 1 or 2 per cent. being out of work at the time.

83640. Might it not be even more with sickness thrown in?—I do not think that sickness is described as unemployment in the trade union returns.

83641. It would not be one of the ultimate causes to which unemployment might be referred?—I should not think so.

83642. To go one step further to the unskilled, who stand as it were outside the circle which has relation to the trade unions, have you had anything to do with that class particularly yourself?—No, only so far as they are connected with my own trade. Of course, I have watched developments, as I am bound to do, having taken part in public affairs, but I have not been personally connected with them.

83643. But in your own trade you were dealing with men who are earning a high wage normally, were you not?—Mostly.

83644. And in these other trades if you take the broken time into account it would run into something under £1?—I should think it would.

83645. What is your suggestion with regard to them: is it your proposal that, for instance, in the times at which they are not working at the docks, work should be provided for them by the community?—I think, as has already been suggested, that that is entirely a question of organisation of labour at the docks. The docks are the worst element I believe there is in our industrial affairs for casual employment, with hundreds of men hanging about, and losing the regular habits of ordinary workmen; then deteriorating as workmen, and then as citizens, and I do not see how that is to be dealt with unless you have some general system of organisation of labour at the docks by which some central authority could regulate the amount of labour required, and fix it as far as possible at a given quantity and avoid this casual principle that is involved in spasmodic employment.

Importance
of decasuali-
sation of
labour at
docks.

83646. If the docks and wharfingers were to join hands, so to speak, both north and south of our river, and try to have a central bureau with a foreman acting in relation to that, that would meet your proposal so far as the trade was forthcoming?—I do not think bureaux would be the name. I believe that with a central organisation it would be possible to almost avoid casual labour in the docks altogether. If one authority in the London docks had power to take on men and to send them from this boat to the other, and from that to the other, the volume of work at the docks I am given to understand is generally

Problem of
seasonal
trades.

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about the same, there are periods when it would not be so, that applies to every other trade, but it is generally about the same. The only thing is that at present it is carried on in the most haphazard manner, and I believe that if there was one authority to take on the men and to discharge them, and to place them wherever they were required, you would find that there would be regular employment for a considerable body of men, and the principle of casual labour as applied to the docks, would gradually cease.

83647. If that were adopted it would be a statutory arrangement, an arrangement by law, I understand?—Either that, or some equally effective combination amongst all those interested in the business.

83648. That would include, of course, all the employers?—Certainly.

Question of profit-sharing at docks.

83649. Would you see any objection if that were adopted, and the wages did not reach trade union standard, if there were an arrangement made, as between the employers and the employed, for certain benefits such as profit sharing, or anything else they might desire?—I am not in favour of profit sharing as a rule. On the other hand, I have never been brought into personal contact with the question. It has never been suggested in my business, and except theoretically I know nothing about its effects.

Farm colonies.

83650. With regard to the farm colonies and the rest, have your committee, or have you, had special evidence about the success of them, because it is a very serious proposal to make, and would entail a very large expenditure?—The mere statement of the fact, that the committee of the federation was in favour of farm colonies would require some little explanation. They do not mean colonies where you simply dump a man down and leave him for a certain time without any initiative, and then he will dismiss himself at some time which he thinks is favourable for getting work outside; our idea is that it should be carried on a co-operative basis. If a man were sent to a colony the object should be that he might become an actual agriculturalist on some holding and make that his permanent occupation for the future, the colony being merely the training ground to enable him to get his own living afterwards.

Desirability of trade unions sharing in administration of farm colonies.

83651. Of course, that implies an immense power of selection; what authority would select the men for such a purpose?—It has been suggested that it should manifestly be the trade unions, those who stand in a peculiar relation to the men, and in some special cases as the Report of the Committee indicates, the Poor Law authority.

83652. Would you make the trade union practically an administrative body for dealing with industrial questions?—I would like to see them gradually taken into consideration with regard to this problem officially, not to deal with the subject entirely, but to give such practical advice as they, and only they can possibly give in a matter of this description.

83653. Then you look forward to having as the future body either in connection with the Poor Law, or apart from it, whatever the system might be, representatives of the population in the district in some proportion, but a body selected for the purpose, and a member of the trade union might be employed as secretary, able to advise?—I think it is essential in an intensely practical subject of this kind that men should not be selected haphazard, but that there should be some special qualification for that purpose, and that is the reason that it has been suggested that none of these bodies can really be perfect, or as near perfect as one can get in human things, unless the trade organisations are represented.

83654. You see that that implies the setting aside of the election principle for these bodies; they would be bodies, though they might possibly indirectly represent somebody, who would be originally more or less chosen as experts?—I may say that that is the principle already contained in the Unemployed Workmen Bill. They want that the authority should set up distress committees that should co-opt experts.

83655. But is it not so that in the Workmen's Bill the indirect representation is far and far away the majority?—I think it is just as well, following out the principle which I am suggesting.

83656. You prefer that the expert element, or the trade union element, as knowing the circumstances, should have a larger field of influence in the matter than the present Act allows?—That is the opinion of my committee, and it is also mine.

Desirability of trade unions sharing in administration of farm colonies.

83657. Take it quite practically, suppose a place like Birmingham or Manchester, would you suggest that, say one-third should be persons who are actually in trade?—I do not know that my committee have suggested any proportion, they have only insisted that the thing can never work so effectively as it otherwise would, unless the trade organisations representing the business of the locality are officially recognised by such bodies.

83658. And the employers equally?—And the employers equally.

83659. That is to say this new organisation would really be an appendage?—Yes, I expect it will be obliged to be to some extent connected.

83660. (*Mr. Patten-MacDougall.*) When these large works are being started is communication ever made to your office, and does your union take any steps to make that known to the workers?—We generally monthly give the position of all public works, or all those that we are personally acquainted with, and that enables our members, and of course a great many others that are not members, to know what is the position of affairs, and the chances of employment.

Extent to which Navvies' Union act as an information bureau to its members.

83661. Do the employers communicate with you when they have any work of that kind?—In some cases they have done, but not in many. We generally have to get that information ourselves.

83662. Do you add anything to your information; do you give your opinion as to what the work will be like and whether there is sufficient inducement?—Yes, we give all the information at our disposal, and sometimes even give a description as to the chances of lodging accommodation and all that business, as far as we can, that we think will be of use to our men.

83663. And you make it your business as a union to ascertain all you can about the merits of the particular scheme in question?—Yes.

83664. With a view to inducing the workers to get employed?—Yes.

83665. (*Sir Samuel Provis.*) With regard to the navvies and their admission to the union, what constitutes the ground on which they are admitted? What constitutes a navvy?—We admit anyone who is working on a public work. We take it for granted if he is satisfactory to a contractor, he is good enough for us for the time being.

The Navvies' Union at work.

83666. If he is working on the works you assume him to be a navvy for the purpose of your organisation?—Yes.

83667. Would you have any objection to putting in the rules of your union?—I have not them with me, but will put them in. (*See Appendix, No. XCVII.*)

83668. (*Chairman.*) Supposing a man were on public works of some kind, and when they were over he were to lapse back into a rather lower stamp of work, would he cease to be a member of the union?—No, as long as he kept his contributions paid he would be entitled to all the benefits granted, the same as though he were working on public works.

83669. There must be a certain number of those cases, must there not?—Not so many. It is peculiar, I have heard, of course, many people say that they transfer from one business to another quite easily, but those who know navvies know they do nothing of the kind; it is usually "once a navvy always a navvy"; others may casually gravitate into their business, but it is rather rare for them to gravitate into any other.

Question of voluntary insurance against unemployment.

83670. (*Miss Hill.*) With regard to seasonal trades where the work is very irregular, do you look forward to any development of the principle of putting by from one time to equalise the wages as one way out of the difficulty?—Do you mean on the part of the workmen?

83671. Yes?—No, I do not think that will ever be.

83672. There is a certain margin they might put by surely?—I do not think so.

83673. Not in the skilled trades?—Not even in the best skilled trades. I think that a man can usually find

Question of
voluntary
insurance
against
unemploy-
ment.

ways to spend on his home and his family all the money that he is likely to get in the shape of wages.

83674. You would feel that there was a good deal of expenditure that was unnecessary, would you not, or not essential?—That depends on the standard that one fixes for their living.

83675. If he moderated his drinking and smoking, could not something be saved there?—There might be, but still for all that I should not advise the workman as a rule to cut down and destroy all his little pleasures.

83676. One would be very sorry to see that done, but I mean to say surely some equalisation of the wages earned in good seasons should be available for the bad, should there not?—I dare say there are individual cases where that is done, but I mean to say it is done in such a small percentage of cases that I do not look forward to it having any very serious general effect upon any seasonal trade, or the position of the men in it.

83677. You do not think it ought to be much more generally done than it is done?—I think that in the case of a man who is in a trade where he knows perfectly well that he will be out of employ for a certain number of weeks during that year it is only common foresight and common sense to make some sort of provision, but the worst of it is that there are so many men in the world and common sense is not so common as we should like it to be.

83678. It is rather diminished by the fact of all sorts of other agencies coming in, is it not? There is a sort of uncertainty about it?—I do not think that. I do not think, for instance, taking workmen as a rule, that they trouble or consider about any other agencies. Most workmen have a mortal objection, even the poorest of them, to advertise their difficulties. I always think that when a man goes begging, or making complaints about his condition, that he has begun to very seriously deteriorate.

83679. But still you would notice that there was more providence where there was less indiscriminate charity, and so on, would you not? In the neighbourhoods which are inhabited by working people you find more providence, do you not, than in the country where wages are low—you find more looking forward to the times of frost, do you not?—I do not think that that is particularly decided by the amount of philanthropy, indiscriminate or otherwise, there is in a locality. You do find in localities, probably because of the leading people in those localities, that there is a higher standard of intelligence and there there will be a tendency for people to make proper provision; in other districts there does not seem to be any kind of organisation or propagation of better ideas and educating the people, and there you will find that there is less providence. Even in some trades where they are the same you will find a great deal of difference. I think it is more a matter of education and general knowledge than anything else.

83680. You have not noticed a difference between district and district?—Yes, I have, but it has always seemed to me that it was more a question of the education of the locality than anything else.

83681. I seem to have noticed so much more dignity and independence where the working people were by themselves than where they came in contact with indiscriminate charity and that sort of thing?—I do not think indiscriminate charity comes much the way of the working people. I think it is generally those who have got down a grade or two lower.

83682. (*Mr. Gardiner.*) Several witnesses who have been called before us have told us a good deal about men being too old nowadays at forty to get a job. Have you any experience of that?—I think there has been a tendency with regard to some of our men who have been working in the building trade, scaffolders and men of that description, on the part of the employers to consider the age of men when they want them to go certain heights, and so on, but on public works I have not found any such indication. If a man is able to perform his task with the other men as a rule he is engaged.

83683. Regardless of his age?—Yes.

83684. In this Memorandum that you put in this morning, in the second paragraph of the preamble, you refer to the displacing of men and women and young

persons through the introduction of automatic machinery. Would you amplify that a little?—I have not exactly in my mind probably what was the opinion of the committee when drafting that part as to automatic machinery, but I think in the textile trades that there are certain machines now that are more or less of an automatic character, and that whereas a certain proficiency in the understanding of the machines was required in the work many years ago which necessitated men being employed, now the mere attendance of a girl or a woman is sufficient.

83685. Assuming that applies for instance to the textile trades, as far as your knowledge goes what happens so far as trade society records show to those people who are displaced by this automatic machinery?—They have to a very great extent dealt with the subject in the way that I have indicated already, by a lessening of the hours, but it is not only in the textile trades that this applies. I daresay there are many other trades that the committee had in mind, because you must understand that the committee who drafted this report probably represented almost every industry in the country.

83686. But lessening the hours would not make a way for these men who are displaced by a youth or a young girl we might say and the machines?—No, the tendency of the textile operative has been to demand equal pay for the children or for the girls and women attending machines at which men had been previously employed.

83687. Have they been successful in maintaining that demand?—To a very great extent they have. I think now it is about the only trade in the country where for equal work there is equal pay whether it is female or male labour.

83688. And females are admitted to the union?—They are.

83689. As full members with a share of the government, and so on?—I would not be positive about that. I think there is some slightly lower scale of pay, a slightly lower scale of benefits, and in addition to that the benefits are slightly different, a different scale of benefits; but I have no detailed knowledge of that. I seem to remember that that was so; but they both belong to one society, the men and the women.

83690. It is "one man one vote"; an equal share in the government of the society?—Yes.

83691. (*Dr. Downes.*) One advantage of the principle of shortening the hours as work slackens would be that you would ease down the coming of the bad times?—Yes.

83692. Instead of having a sudden change of things it would arise gradually?—Yes.

83693. In that process, as the hours shortened, might not this happen, that the best men would tend to go first of all?—To go where?

83694. Elsewhere?—I do not think the tendency is for one establishment to find itself in difficulties; there is a peculiar law of average which you will find, that directly one firm begins to get short of orders the other firms are just in the same condition, the conditions apply generally; and if they attempted to go as you describe it they would find similar conditions prevailing elsewhere.

83695. If the practice were not general would there not be a danger that the men might go from one firm to another? If Firm A slackened down and shortened their hours, and Firm B discharged wholesale, would it not be usual for some of the men who were squeezed out of Firm B to go to Firm A?—I am not quite positive, but I believe it is when a certain proportion of their men are on short time, and there is a certain proportion of the men employed in a certain locality that then they enforce it upon all.

83696. So that it should be general?—It is general. It has to be general to be effective.

83697. Assuming the reduction of time made work very short, and a man looked abroad and said: "I will emigrate," what would his position with his trade union be then? Would his contributions be returned to him under any conditions of that sort?—I do not think so, because, of course, the society has undertaken the liability to pay right up to the last minute of his membership if he continued to be a member; then in addition to that if he continued to be a member they would still be liable for it. In addition to that there are some trade unions

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Action of
textile
operatives
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Reduction
of hours.

How far
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charities, etc.

Too old at
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of automatic
machinery.

Mr. John Ward, M.P. that have branches abroad. Some British trade unions have branches of their own societies abroad.

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83699. An idea which was in my mind was this, that if a member has paid in certain contributions to his trade union and certain benefits are vested, as it were, in his trade union, if he goes abroad he loses all those benefits?—That is one of the exigencies, I am afraid, that cannot be avoided.

83700. And to that extent the trade union would tend to render labour less mobile as between country and country?—Possibly, yes.

Housing of men employed on public works, building contracts, etc. 83701. Have you had your attention drawn to the question of the housing of people employed on public works?—Yes.

83702. Have you any views upon that?—I have decided views upon the subject.

83703. I do not think you mention it in your statement?—No, this is the statement of the federation of trades dealing entirely with the unemployed, not housing.

83704. Do you regard the present conditions as satisfactory?—On some works decidedly not.

83705. Is there a difference between different contractors in that respect?—Yes.

83706. Have you any suggestions to make on that point?—I have suggested several things; but I do not think it would be possible for me to elaborate them here to-day.

83707. At any rate, you think something is needed?—Yes, decidedly. Take one illustration, the motor track at Brooklands, which was in course of construction about eighteen months, and some 300 to 400 men were employed during that time upon those works. No single provision for one man was made for housing until our society knew there were some 300 lying under the hedges and in fields and anywhere they could get, and it reported the matter to the Local Government Board. They asked if I would like an inspector to be sent down. Dr. Reginald Farrer was sent down and, with the aid of the police and others, he made an inspection one night, and the Local Government Board has issued a Paper in which the doctor says he counted some 300 odd men in various places. They had turned the fowls out of the hencoops in the middle of the fields; in other cases they had scrambled branches together in order to make a sort of hut, and so on, and altogether the whole condition of the work was a disgrace to everybody concerned. That is only one illustration. I need not enter into that, because that is an entirely different subject.

83708. (*Chairman.*) Whose business would it be locally to report on the matter? Was it anybody's business, that of the local officer of health, for instance, do you know?—I am afraid in a sparsely populated locality like that it is very difficult to fasten on to anyone any responsibility.

83709. The local authority had ignored these conditions?—They must have known of them, I should think.

83710. (*Dr. Downes.*) Do you know whether the local authorities could take any action in that case?—I do not think they did. Of course, the works are over now, but it is an illustration of the conditions that some men on public works have to live under.

83711. (*Mr. Gardiner.*) Had the medical officer of health any power to interfere under any statute, do you know?—I do not think so. There was a Royal Commission held on this very problem in 1847, and they issued a Report with elaborate recommendations as to the housing problem on public works, but it has remained ever since that time, and nothing has been done with regard to it.

83712. (*Chairman.*) It depends very much upon the opinion and sense of humanity of the employer?—Entirely, at the present.

Casual wards and *bona fide* workmen. 83713. (*Dr. Downes.*) You speak of the question of the casual wards; have you considered the recommendations in the Report of the Departmental Committee on Vagrancy?—No, I have not heard even that there was a report issued.

83714. There have, in fact, been two. The Bishop of Ross mentioned one report in Ireland, and there has been one in England. One of the recommendations was

that the *bona fide* workman should be furnished with a paper at his point of origin facilitating his passage to his point of arrival?—I am very pleased to hear of that.

83715. It has been alleged that in addition to the men "Hangers who are *bona fide* employed on public works, the navvies, on " of there is always a large population of the hanger-on class. navvies on Have you ever heard of that, and that the tramp classes public are attracted by public works?—There is a proportion works. of hangers-on on public works who go about unquestionably and trade on the generosity of this body of men. There used to be more, but of recent years, with education and the general advance of ideas, that has become less. Occasionally advertisements appear in the papers that a certain number of men are required on certain works, and I have known cases where there was not a man who could get a job. More than once I have seen that, and then, of course, they are hopelessly stranded, and it does create great difficulty in the neighbourhood, but there is no regular sponging class on public work the same as there used to be.

83716. The navy has the reputation of being very generous when he is in full employment?—Yes, he has, I am sorry to say.

83717. (*Mr. Bentham.*) First with regard to your own Number of union and the class you represent, could you form any idea navvies in as to the number of navvies, have you any estimate of United Kingdom, the number of navvies in the United Kingdom?—I could not say in the whole kingdom, but I should say and percen (I take now the estimate of the Navy Mission Society, tage in the which is an organisation which has missionaries on trade union almost all the great public works in the country) that, so far as England is concerned, they compute that the regular navy population is about 100,000.

83718. What proportion of those would be organised?—Not more than 10 per cent.

83719. (*Chairman.*) That is the union, I suppose?—Yes.

83720. It is only 10 per cent.?—Occasionally it has gone higher; occasionally it has gone as high as 20 per cent., but, as a rule, I should say there is not in England, taking the navvies that are situated in towns and those that are situated on public works, under any circumstances more than about 15 per cent. organised to-day.

83721. (*Mr. Bentham.*) Is the difficulty of organisation The navvie made worse by the constant change of locality?—Yes, union. it is so difficult to follow the men.

83722. You find great fluctuations, or rather a good many secessions and a good many newcomers?—Yes.

83723. Do you give any travelling expenses to your members?—Yes.

83724. And are they also given out of work pay?—We describe that as something the same, it is 1s. 4d. a day, excepting three or four months in the year (I forget which are the months now for the moment, but it is some time in midsummer), for fear that there should be a general tendency to go on the tramp at that time.

83725. Has the Workmen's Compensation Act affected your union at all?—No, it has not affected the society at all. If it has affected it, it is probably an improvement, because the men have discovered that while it is very good of the Legislature to give them certain rights, they rarely ever obtain the full of those rights unless they have some union. organisation to help them, and so we have not only been helping those who are members of our society, but very often we get a number of reports from men who are not members, and we help them as well.

83726. You take up their claims and carry them through?—Yes, which we do, I may say, entirely free for the men; the men get all the compensation whatever it is they are awarded.

83727. Has the Workmen's Compensation Act affected On age of the age of the workmen at all?—No. workmen

83728. With regard to trade unions generally you Trade union referred to the fact, in answer to a previous question, benefits. that something like £700,000 a year was paid in out-of-work benefits, and you claim some consideration I think from the State in consequence of that enormous payment which all will admit is a very great help to the men in the unions, and prevents the men falling back on public funds in times of distress. The trade unionists get the full benefit of that, do they not?—Yes, only those who are

members, of course, get the benefit. You could not possibly afford to pay those who were not members, who had contributed nothing to it.

83729. It is sometimes done when there are disputes?—That is not an unemployed question.

83730. Provided that work had to be guaranteed by the State as you suggest it might be, and particularly in this Unemployed Workmen Bill, which I see you have backed, where every man would be able to fall back upon the community to provide him with work when he is out of work, would that be any inducement to join the trade union, or otherwise?—Possibly not to men who looked merely at it from how far they could escape their duties as citizens and workmen, possibly it might be an inducement not to join a trade union, but we have to look at a problem of this character from the national point of view, not from the point of view of the trade unions entirely.

83731. They would cease to be members of trade unions, because the benefit they get from being members would end with the transference of the liability of unemployment to the State, which would mean that the liability for unemployment and other exigencies of life will fall upon the community generally instead of the members?—Unemployment pay, after all, is only a small item of the benefit which a trade union secures. I am extremely doubtful whether it would be sufficient to induce him in many cases to leave his society, because this had been provided for in other ways.

83732. In what other ways?—Because this had been provided for by the action of the State, as is suggested by the Bill, which you remind me I am backing.

83733. He would be provided for by the State altogether, apart from the trade union, if this Bill becomes an Act, would he not? He would always be able to demand work from the State, and a proper rate of pay, and in the event of no work being forthcoming, be provided with maintenance?—Yes.

83734. There would be no need for organisation then, would there, except for political purposes?—There are sick and a number of other benefits paid by the trade unions, accident benefit, and a whole host of things which the Unemployed Workmen Bill will not touch at all in any way whatever.

83735. What about the Workmen's Compensation Act?—The Workmen's Compensation Act is absolutely useless to a man who is laid up, unless he has other means. Probably that is one of the reasons that the compensation has been reduced to only 50 per cent. of the man's wages. If a man were only earning £1 a week, finding himself laid aside with an accident, where he would require more sustenance than at any other time, and only 10s. a week coming in to keep him and his family, if it was not that he got that sum added to by his trade organisation, where he has had the foresight to belong to one, he would be in a very difficult position indeed, so I do not think that has affected the membership of the trade unions at all.

83736. If the risks of unemployment were transferred from the individual and put on the community there should be no reason why sick risks should not also be so put?—That is another matter. There is no reason why we should not keep on improving the duties of the State.

83737. I was wondering whether you considered that an improvement?—That is, of course, a debateable point, but if the State in the future thinks that it is really its duty I daresay it will undertake it.

83738. You say in the second paragraph of your statement there is sufficient wealth annually created to supply all our needs?—Yes, I think that is generally admitted.

83739. And the great problem is to distribute it more equitably. Have you formed any estimate of the annual wealth?—I have seen various estimates, more or less correct, I expect. I have an opinion upon this big subject, but I think most of us will agree that the wealth of the country might with advantage be more equally distributed to those who make it and earn it.

83740. But so far as the national income is concerned you are not satisfied with its present basis, I suppose; it works out at a very small amount per head when you take off the unearned increment, so really one would think there was not sufficient for all?—I think the evidence that one can see around one is a fairly good indica-

tion that this is rather a wealthy country, and well able almost to support anything that it undertakes, and certainly I should imagine to keep its workers in decency and comfort if it could organise its business in such a way to do so.

83741. You would not like to see, at least by any change in our organisation, that the work should gradually decrease. You would rather look forward to its being increased?—Increased by all means.

83742. And in the case of the national income the same?—By all means. I do not agree with any means being employed to limit in any way whatever the increase of wealth. The greater the increase the more chance there is of everybody getting at least sufficient to keep themselves decently.

83743. With regard to labour exchanges, do you approve of a national system of labour exchanges, all working together, with inter-communication between one and the other, for all classes of work?—It is possible that that is really the only logical method of organisation, but at present I should imagine that we shall have to begin by localities.

83744. There is much against the introduction of labour exchanges from the trade union point of view?—Yes, decidedly.

83745. Do you share that view?—Occasionally there are things which happen which make even myself suspicious. For instance, recently a notice was posted outside the Bristol labour bureau calling on men to come and sign themselves on this bureau, that work could be found, and eventually it was discovered that this was to fit out a blackleg expedition to Antwerp. No trade unionist could possibly sympathise with a movement of that description.

83746. Was that a public labour exchange?—A public labour exchange. It was the fact that there were some two or three or four Labour Members on the town council and they immediately got the notice withdrawn.

83747. Some of them would be members of the distress committee who ordered it, I suppose?—I do not know I am sure; I have no knowledge of that.

83748. (Mr. Nunn.) I suppose you attribute that to a want of knowledge on the part of the organisation of the exchange. You do not attribute to them a knowledge that they were actually blacklegs for Antwerp, do you?—Beyond the fact that the notice was put, and that the Labour Party immediately secured its withdrawal and repudiated the whole proceeding I do not know. I do not know whether any of the Members really wanted to assist the employers in the Antwerp business. I have no information about that, but I should not think that it was so. I should think they must have been deceived in some way or the other. It is to obviate occurrences such as that at Bristol that the trade societies say that the first condition of the organisation of labour bureaux is that trade unions should be represented upon the management.

83749. Were they not represented on the Bristol exchange?—No.

83750. By Labour Members?—No.

83751. (Mr. Lansbury.) At Bristol it was the Labour men on the distress committee that called attention to the fact that these men were being recruited for Antwerp, and prevented it?—Yes.

83752. What you are arguing for this afternoon is that if there are to be labour exchanges, they must be labour exchanges in which the trade unions have a large voice in the matter, not the controlling voice, but a large voice in the management of the labour exchanges so as to prevent that kind of thing happening?—That is our position.

83753. With regard to seasonal trades, and the building trade particularly, do you know whether or no the Painters and Bricklayers are able to pay out-of-work benefit?—I trade unions do not think the painters do: I am not sure whether the bricklayers do, but I think they do.

83754. And as to the labourers, there are two besides your own body, there are the Gas Workers and the Builders' Labourers' Union. Do they pay out-of-work pay?—None of them.

Mr. John Ward, M.P.
11 Nov. 1907.

Labour exchanges, and trade union objections thereto.

Builders' and labourers and out-of-work pay.

Mr. John Ward, M.P.
11 Nov. 1907.
Objects for which unskilled labourers join trade unions.

83755. This bears on the question which was just asked you, it was put to you that if the trade unions did not have to deal with a man and help him during a period of unemployment it might injure the union; but there is this: unskilled labourers, or large numbers of them, organise really for the purpose of keeping up their wages, keeping the standard of wages up, and also for those other benefits, such as advice when they are injured, and all the rest of it?—Yes.

83756. The point I want to make is that there are plenty of things other than unemployment, and these unskilled unions prove it, for which men want to organise?—That is so.

Dislocation of boot-trade at Leicester.

83757. With regard to why certain men should be taught either agriculture or some other industry, and should be decently treated, did your committee have in their minds such a thing as happened at Leicester, where through changes in methods a large number of men in the boot industry were all of a sudden thrown out, and a trade which they had learned simply came to an end because of improved machinery?—Yes, that class was specially dealt with in the report from that point of view. There were representatives of the Boot and Shoe Operatives, and they called attention to that condition of affairs. They also drew attention to the other peculiar things which some of these men had been obliged to do to earn a living owing to the disturbance which you have indicated.

Reduction of hours of labour the trade union policy.

83758. You say in Paragraph 2 of your Statement that the thing the trade union is aiming at is the more equitable distribution of wealth; and you wish to strive to obtain that, I take it, by a limitation of the hours of labour, not only in regard to unemployment and bad times, but definitely as a policy?—Certainly, we want a reduction of the hours of labour; that has always been the trade union policy.

83759. And that has led always, has it not, to improved conditions of wages and conditions generally?—Always. Longer hours are nearly always side by side with the worst conditions of employment.

83760. Then it was put to you this morning that seeing that the world practically competes now with us, that there might be a danger in our doing that in England if other countries did not do the same thing? Is it not true that all that kind of argument was used against the Factory Acts and practically against all improvements in workmen's conditions?—Certainly.

83761. So that it does not appear to have injured England from the point of view of producing, does it?—No, in addition, that argument that other countries are not doing it does not apply to this case, because every

industrial community in Europe is attempting to do just what we are suggesting.

83762. That is the next point I was going to put to you, that although capital is international, the movement amongst working class organisations is also becoming more international?—Certainly.

83763. Therefore the same efforts are being made everywhere as are being made here?—Just so.

83764. (*Mr. Nunn.*) One point I should like to clear up. Trade union Mr. Lansbury asked you whether you would be satisfied, and labour and I understood you would, with a fair proportion of exchanges. representation of trade unionists on all employment exchanges. Would you be prepared to throw in your lot with the present employment exchanges provided trade unionists were everywhere fairly represented?—It is a moot point whether we could pledge all our societies to do that. For instance, it is a well-known fact that there is one trade in London which has its unemployed bureaux entirely in its own hands, therefore making it impossible for anyone to know whether there was a surplus amount of labour on the market or not; and the very year that they spent the highest amount on unemployed benefit was the last occasion on which they got a considerable advance in wages, therefore we should require to be certain that it was a decided improvement before we should be able to pledge all our societies to have the public bureaux in preference to the private trade bureaux.

83765. Then if you saw your way to controlling all the trade unions you would see your way to a regular representation on the employment exchanges, and the support of them?—Yes, so far as I am concerned I would. I agree with that policy.

83766. Does that represent the feeling of the committee?—That represents the feeling of the majority of the committee, but as I say there are individuals whom I do not know whether we could convince that that was the best procedure for their trade.

83767. (*Chairman.*) I suppose their objection really is to any labour bureau in addition to the trade union?—Yes; they have a system of the men signing on at the different branch lodges every day; the book has to be signed. It is only those who keep the book who know whether there are any men out of work in the trade.

83768. In Germany the government have managed the bureaux, have they not?—The workmen are not so well organised, although they are getting better organised in Germany, and they have been obliged to rely on the efforts of the Government and the municipality, whereas we have to a very great extent relied on ourselves in this country.

Sir BOSDIN T. LEECH, called; and Examined.

Sir Bosdin T. Leech.
11 Nov. 1907.

83769. (*Chairman.*) You are a Member of the Manchester Distress Committee?—I am.

83770. You have been kind enough to prepare a very clear statement about the unemployed, which we will treat as your evidence-in-chief if you will kindly hand it in.

(*The Witness handed in the following Statement.*)

Experience of witness.

1. After two years' experience as a Member of the Distress Committee and also of the Labour Bureau I have formed definite opinions about the unemployed which in answer to your request I will endeavour to convey to you.

(1) *The Extent of, the Number, and the Class of the Unemployed, also whether chronic or merely periodic.*

Extent of unemployment in Manchester 1905-7.

2. Trade has been fairly good in Manchester for the last two years, and with the exception of cases where the winter weather interferes with labour—as in the painting and building trades—there have been few able-bodied men who are steady, honest, and capable who have not been able to find employment. These few are the victims of vicissitudes in trade, such as firms closing or reducing their staff; in such cases the first to be discharged are the old and inefficient hands. As regards periodic unemployment for good steady workmen, this is at its minimum.

Workmen's Compensation Act and trade unions as causes of unemployment.

3. There is a section of the unemployed who can scarcely be termed chronic. These suffer from the Workmen's Compensation Act, and the action of Trades Union Societies who insist on a uniform rate of wages being paid,

regardless of the ability of the workmen. Employers will now only take into their service young and competent men who can give value for the money they receive. No master will employ old, careless, incompetent or unsteady men, with the prospect of an accident that might possibly cost him hundreds of pounds. Even if he could find light and safe work, the trade unions would not allow men to be paid according to their earning power.

4. Hence there are always numbers of improvident men who cannot find permanent employment, and this class is a rapidly increasing quantity.

5. Chronic unemployment is largely governed as regards quantity by the way in which it is met and treated. Chronic unemployed. It includes those who are bodily or mentally infirm, the drunken, the idle, the dishonest, and those who never mean to work so long as anyone else will keep them. These congregate where Distress Committees exist and where charity is doled out liberally and promiscuously, and they come in from neighbouring towns. The ne'er-dowells flock where they are best treated, both in the prisons and workhouses. At the present I do not think chronic unemployment is in the excess of the usual average.

(2) *The Causes of Unemployment.*

6. These chiefly exist from the want of education and from neglect in childhood. Parents, instead of seeing that their children are taught to do something by which they can earn an honest livelihood often keep them from training. Causes of employment—lack of education and training.

school and allow them to become gutter children. They are kept from school too frequently that they may earn a little money by selling in the streets, and their earnings are spent by their parents in drink and dissoluteness. When such grow older they are capable of nothing but trading on Society and become corner men in the streets. When sent to prison or to the workhouse they come out worse than when they go in. They have simply an idle time when it ought to have been occupied by being taught a trade or occupation that would be useful to them in after life. This is the result of the insane prejudice amongst the working classes against prison made labour. They prefer to keep men in idleness rather than they should compete in the labour market. England does not do its duty to the inmates of either prisons or workhouses. They are places of idleness instead of industry.

7. To my mind drink and the greed for pleasure are the chief sources of the unemployment for those who have the ability to work, but who bring themselves to poverty by their own conduct.

(3) The Effects of Unemployment.

8. These may be summed up as degradation and despair. A large class of the unemployed have been thriftless all their lives and never saved a penny for the rainy day. Their idea has been "Let us eat, drink and be merry, and somebody else will be compelled to look after us and our families." When out of work they at once fly to the pawnshop and dispose of their few things, until their landlords clear them out of their houses and they become outcasts. Then what with want of food and scanty clothing they are totally unfit to seek work or do it if it can be found for them. Exhausted nature renders them incapable of doing a day's work.

9. Driven to desperation, men of this class say, "I am willing to work and you must find it for me." It was encouraging this fallacy and providing workshops under threats that caused the French Revolution. English law does not allow a man to starve, but the idea that the State must find work is, to my mind, mischievous and unsound. At the same time, I am in favour of every effort being made to find remunerative work where a man is paid the value of the work that he accomplishes. But care must be taken not to interfere with those already working, i.e., not to discharge one man to find work for another. To make work when it is not required is an extravagant way of giving relief and inflicts a tax on the ratepayers, many of whom are themselves poor. To do work years before it is wanted has a like effect, and is simply pledging the future.

(4) Remedies for Unemployment.

10. The first thing that ought to be done is to deal with the children, who at present are bound to feed the ranks of the unemployed. Such children ought to be taken by the State away from the parents who do not do their duty to them. They should then be educated and taught industries by which they could in after years earn their own livelihood.

11. Or else they ought to be made into soldiers and sailors. Let the State do this, and make the parents contribute according to their means.

12. Thrift ought not only to be encouraged but made compulsory. It is a wrong against Society that families who are thrifty are compelled to help in supporting those who are unthrifty and improvident.

13. Concentrate Charities and let any distribution be made as much as possible from one centre, which ought to be a Committee working in harmony with the Poor Law Board.

14. Many kind people desire of their substance to help the poor. Give them an opportunity by providing a trustworthy body who will dispense alms after a thorough investigation in the circumstances of each case. Do this in a way to prevent overlapping with the Poor Law relief.

15. Establish soup kitchens and places where cheap food can be procured, where deserving men, women and children can have meals gratuitously or at a minimum of cost.

16. Lastly, do away with a dual distribution of relief. Let the sole authority be the Poor Law Board and the guardians, and any authority working with them. Avoid as much as possible making recipients into paupers in cases where relief is temporary. To do this the powers of the guardians should be revised and extended, so that

they could give outside relief by means of a separate system which would neither pauperise nor disfranchise the recipients.

17. Every effort should be made to prevent the breaking up of homes. Relief given for this purpose would be wisely and economically administered. It would be better to give judicious outdoor relief than to send families into the workhouse where as a rule the members are separated.

18. The German system of discovering distress by means of Visiting Committees might well be adopted in Manchester. That city already possesses an admirable institution, namely, the Provident Society, which has done magnificent work for the last forty years, and which, linked with Visiting Committees and the guardians, would form a complete system for relieving both the deserving and undeserving poor. Their perfect organization has been used for over 30 years by the Lord Mayors of Manchester as a means of detecting fraud and relieving necessitous cases.

19. Many suggestions have been made for finding work, such as reclaiming waste land, afforestation, and land cultivation, etc., but I have no faith in them except as a temporary expedient. The unemployed of large towns are seldom physically fit for such occupations, and they would simply take the place of competent country workers who could do the work at a half of the cost. I say this after large experience. I find it cheaper to let planting to large firms who have men used to planting than to do it with country labourers. Men sent into the country must have their fares paid and provision made for sleeping and cooking. This is most costly, especially when the work is temporary.

20. "Back to the land" is admirable for men with a small capital, but if farmers can scarcely pay their way, labour colonies, as a rule, are not likely to succeed. To depend upon them must eventually lead to disappointment.

21. The only big scheme which I approve of is the reclamation of land bordering on the sea, and the creation of barriers to prevent its encroachment. This is new work, would not interfere with the existing labour, and would find permanent employment for from 20,000 to 50,000 men in a healthy locality. If what has been done at Whittlesea Mere and the mouth of the Dee can be repeated such labour would be remunerative.

(5.) Experience in Manchester.

22. *Labour Bureau.*—One has been established both for males and females. It is held at the Albert Street Police Station. The returns sent herewith* give the result. On paper they seem fairly satisfactory, but when they are analysed they are scarcely so. Great pressure was put in the autumn of 1905 on all the Corporation Departments to find work for the unemployed, and many streets were made and work done that was anticipating the future.

23. The Corporation, to encourage the Bureau, engaged the unemployed, but this cannot be repeated indefinitely. There is no doubt that if the Corporation had employed men used to the work they would have done it at half the cost. A number of men were engaged to reclaim a piece of Chat Moss, and the cost was about three times as much as it would have been if country labour had been used. As Chairman of the Rivers Committee at the time, I was employing over 300 men on the sewage farm. They were experienced at the work, and when I was pressed by the Labour Bureau to find something to do for the unemployed I declined to discharge my existing men or to add to the number, feeling sure that to mix skilled and unskilled labour would demoralise the lot. I promised, however, to make room for thirty men at another place, on an entirely new and at the time unnecessary job. I bought tools and paid fares into the country for the men who had been picked from the Labour Registry books as men with families and most suitable for the outdoor employment. Within a week they struck work, though I was paying them the full wage of agricultural labourers. They demanded the same wages the skilled men were getting at the sewage works, and though they netted 20s. per week, all with the exception of six men left the job. I found out

* See Appendix No. XCVIII. (A. & B.) handed in by Sir T. T. Shann and his statement and evidence generally.

Sir Bosdin
T. Leech.

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Disadvantages of national works for unemployed.

Reclamation of fisheries.

Manchester labour bureau.

Work provided for unemployed in Manchester by the Corporation.

Sir B. Seddin that one of the unemployed had gone to London to see
T. Leech. a football match.

11 Nov. 1907. 24. I believe in the Labour Bureaux, as a medium between the employer and employed, and would encourage them. They are right as an adjunct, but when men depend on the Bureau and cease to actively look out for themselves, they become a delusion. Men trust to a broken reed and hang about the Bureau the day through, and then blame it for not procuring them work.

Objection to Distress Committees. 25. As a member of the Distress Committee I took occasion a few days ago to tell my colleagues that I felt we were wasting our time, and that in my opinion the relief of distress ought to be left entirely in the hands of the Poor Law Board; there ought not to be two authorities—one supported by the rates, the other by voluntary contributions, independent of and overlapping one another. I expressed a belief that the latter could only be depended upon as an exigency and not permanently. This was reported in the Press and alluded to in Parliament.

26. As I have given a good deal of thought to the subject and my conclusions are from personal experience, I have ventured to express them pretty fully.

83771. (*Chairman.*) You speak with special reference to Manchester?—I do.

83772. Just now employment has gone up in Manchester?—It has been up to the present time, but there is a slackening at the present time.

83773. It is a little slacker now, is it?—Yes.

83774. You give an analysis of the various sections of the unemployed, and you think that both the Workmen's Compensation Act and the rules of some of the trade union societies are an impediment in the way of certain people getting employment?—I do.

83775. The result, I assume, is that the least capable under these conditions get pushed out of employment?—That is what I fear at the present time.

83776. Coming to the causes of unemployment, you think there is a want of education in many cases and a neglect in childhood. Would you be disposed at all to criticise the education in our elementary schools? Do you think it is practical enough?—Certainly not. Industrial training might well be introduced and the school years extended. I am thinking of the children who are allowed to run about the streets instead of being brought up to any trade, who afterwards are not fit to take up anything in particular.

83777. Those are children who do not go to school?—They have to go to school, but they attend school badly, and they are kept on the street to a very great extent.

83778. In London we have a good deal of evidence to the effect that the facility with which boys can get factory employment the moment they leave school induces a good many to go into that class of work instead of qualifying themselves for a trade, the result is they get more money at first, but are very apt to be turned out when they become adults?—That is so. We have a great number of boys who really have not been brought up to any useful trade and when they grow up they make very indifferent members of society.

83779. I suppose you would not have that class to the same extent as we do in London?—I am not aware whether that is so or not.

83780. You are of opinion that there is not very much thrift now-a-days, or that it is on the wane?—I do not say it is on the wane, because it is surprising to see the great numbers that contribute to our different saving banks and the different penny banks in the country, but still I think that a great deal of the misery that occurs and the distress, especially in the winter weather, is through parents not making provision at the time they might do so. Allusion has been made to bricklayers and painters. I have had brought under my notice men in both classes, and I found men who, like the bee, laid aside for the winter season, and I think it is quite possible that a great deal of distress is caused by want of thrift. I think that a man when he is earning a good wage in the summer months ought to provide for the winter and not depend upon other people.

83781. Coming to remedies, you would like children to be taken away by the State from parents who did not

do their duty to them? If that were done on any large scale, might not a certain class of parents rather purposely neglect their children in order that the State should take them under its control?—That might be so, but I would make the provision that the parents ought to be obliged to contribute as much as they possibly could and that obligation should rest upon them. There are a great many children who become indifferent members of society because of the dreadful neglect of the parents

83782. Would you say that that neglect has got to such dimensions as that the children who are affected form a not inconsiderable proportion of those who become unemployed ultimately?—I believe they form largely the unemployed, and also the criminal and pauper classes.

83783. You would like to make thrift compulsory; that is a little difficult, is it not?—It is difficult, but I think thrift to be of any use at all would have to be compulsory.

83784. That is to say, you would deduct something from the wages?—I would deduct something from the wages. I think the employers might do so to a very large extent if it were an obligation. The Manchester Corporation have formed a thrift fund by compulsory deductions.

83785. How would that meet the difficulty, because the class from whom the deduction would be made would be those in regular employment. I think we have it pretty clearly in evidence that the great mass of the unemployed with whom we are dealing, and about whom we are suggesting, are not those in regular employment. If their employment is only casual, it is hardly possible to make a deduction from their casual receipts, is it?—Often such have not used their opportunity when in full work. It would be a step in the right direction at any rate, though there would be some who could not contribute.

83786. As regards charity, you want to concentrate charities and have them distributed and controlled, if possible, from one local centre?—I think at the present time there are a great many charities that overlap one another, they overlap the working of the Poor Law, and they overlap the working also of distress committees, there ought to be co-ordination of all means of relief where possible.

83787. You are in favour of the establishment of soup kitchens, where cheap food could be procured, and you would give it gratuitously if necessary. We have had rather strong evidence the other way?—I say that we cannot let people starve, and where the parents are not able to provide the food for the children, the municipality or the State ought to do so. At any rate, so far as food is concerned.

83788. You would only have one authority with regard to the distribution of relief, therefore whatever was the Poor Law authority, you would impose on them that work?—Yes, and I would wish to give the Poor Law authority more latitude.

83789. But the Poor Law authority under your proposal would have to establish soup kitchens and distribute food gratuitously?—I do not say so; I say charity might do so. By co-ordination the authority would know who were receiving outside relief.

83790. You are in favour of only one authority dealing with relief of all kinds?—I am in favour of only one authority, and I believe that should be the Poor Law Board if they had extended powers, but now they are crippled, and have to treat the deserving and the undeserving in a very similar way. I think there ought to be an alteration by which they might have more power in dealing with the deserving poor, without those poor losing their sense of respect, or being obliged to go into the workhouse.

83791. In fact, you would like, to use the ordinary expression, to have much greater classification of relief?—I would classify worthy and unworthy persons separately.

83792. And you attach a great importance to the maintenance of the home?—I certainly think at the present time many families are separated, and their homes are broken up where it ought to be avoided if judicious relief were given by the Poor Law Board. At the present time I am sorry to say the workhouse is considered a kind of terror by the people; they would rather die than

State of labour market in Manchester.

Workmen's Compensation Act and trade unions as causes of unemployment.

Need of improvements in elementary education.

Uneducative boy-labour in Manchester.

Thrift.

Question of taking away neglected children from the parents

Compulsory thrift, by deduction from wages

Overlapping of charities, if possible, from one local centre?—I think at the present time there are a great many charities that overlap one another, they overlap the working of the Poor Law, and they overlap the working also of distress committees, there ought to be co-ordination of all means of relief where possible.

Provision of cheap or free food for the poor.

One authority to deal with relief of all kinds.

go into the workhouse; in my part of the country it is called the "Bastille," and they would rather starve than lose their liberty.

Provident
Society in
Manchester.

83793. You allude to the provident society which you have in Manchester, which does a good deal of visiting work in co-operation with the guardians, I understand?—Not with the guardians, with many charitable institutions. The Lord Mayor of Manchester at the present time uses the provident society very much, and with very good effect; it enables him to give charity where it is deserved and it enables him to avoid the unworthy cases that are constantly being put before him, and so it is with some other charitable institutions which use the provident society as a means of investigation.

Value of
national
schemes of
work.

83794. You have not much confidence in these various schemes of work that are suggested. You think they may be a temporary expedient, but not much more—back to the land and afforestation?—I have not much faith myself in them.

83795. You think something might be done in the direction of reclaiming land because that might be a national work which would benefit the country generally? I think in many cases men simply push other men out of their positions, and that no good can be done thereby, but if there were any great scheme of improving the country, that will not affect existing labour, such as the reclamation of waste land and the reclamation of foreshore, large schemes of that sort might be adopted with advantage for those people who are used to such kinds of labour, but I do not believe in taking the labourers from towns into country places. I do not think either in quantity or quality they can compete with the men born in agricultural districts.

Faults of
distress
committee
work in
Manchester.

83796. You give some rather interesting facts as regards the result of some of the work that was provided under the distress committee. There was a considerable number of men engaged at Chat Moss, and you calculated that the cost of the work was about three times what it would have been if there had been men engaged who were accustomed to that class of work?—On Chat Moss the difference was very marked between the cost of the work done by the unemployed fund there, and what would have been done by the agricultural labourers. The cost of the cultivation by the unemployed was calculated at £411, and if it had been done by the ordinary labourer it would have been £155.

Faults of
employing
unemployed
corporation
in sewage
farm.

83797. Then in another capacity you employed a number of men on the sewage farm, and you found room for thirty men who came through the labour bureau? That was not a very satisfactory experiment?—It was not. In a very short time the men, who really were being paid far above their worth complained; they wanted to be treated like men well acquainted with the labour, so they came and struck work; and, to give an instance of what might be done by these men, one of them, instead of husbanding his money for the winter, went to London for a football match. That man might have saved the money for his winter keep, but instead of that he laid it aside for pleasure. I fear it is often the case, that men might have saved money for a rainy day, but have not done so.

83798. Was he a married man?—Yes.

83799. (*Mr. Lansbury.*) Can you tell us the cost of the journey to London?—I should think he had saved a pound or two. I could not tell you the cost; it is impossible to do so.

83800. I meant the fare?—I cannot tell you what the cost is at these times. However, he had saved the money to go to London, and he had himself come to the work as a recipient of distress relief on the farm. I have no means of ascertaining; when we came to pay him his wages he did not come to receive them because he had gone to a celebrated football match in London.

83801. You have evidence that he paid for himself?—I enquired and was told that he had saved money for it in times gone by.

83802. (*Chairman.*) It is suggested that the money was paid by a football club?—To which no doubt he was a contributor, I was told of the occurrence by his own colleagues; but it shows rather that pleasure came before the thrift necessary to maintain himself.

83803. Would you take these men who were unsatisfactory when employed on this sewage farm as fair

specimens of the unemployed?—They were picked members of the unemployed sent by the labour bureau.

Sir Bosdin
T. Leech.

11 Nov. 1907.

83804. Now with regard to the men at Chat Moss, were they unsatisfactory other than they were unskilled?—The men at Chat Moss were fairly satisfactory. They had this disadvantage, that they worked three days one squad, and then three days another, so that they did not work the week through. They got 11s. 9d. for working the three days, and the result was that the experiment had to be given up. I think a portion of Chat Moss was worked for six or eight months, but the cost was so great that the distress committee gave up the plot of land, and a very serious loss ensued.

Results of
Chat Moss
experiment.

83805. I suppose the great mass of the people who applied to the distress bureau were unskilled labourers, or were there some artisans amongst them?—They were to a great extent unskilled labourers. There were also some artisans. I have sent in the Annual Reports to this Commission to show the respective numbers of the different trades. You will find them on p. 6 of the Report for 1905. The largest number were general labourers, 794, the next building trade labourers, 201, and so on, the total number being 1,532.*

Occupations
of applicants
to Man-
chester
Labour
Bureau.

83806. You believe in the labour bureau, but it was suggested to us that it is a bad name, because it creates the impression to which you allude, that the persons who put their names down there will get labour. The name that was suggested to us was labour exchange?—People do not, as a rule, know what bureau means: the name possibly might be improved. I believe the labour bureau is of considerable use inasmuch as it enables one district to supply another district with labour when it is required. To a less extent it is useful in the city itself.

Value of
labour
bureau.

83807. Were you ever a Poor Law guardian?—I have not been a Poor Law guardian. My father was one for a great many years.

83808. You were the representative of the corporation on the committee, I suppose?—Yes. I have been on the distress committee from the commencement, and also on the committee running the labour bureau.

83809. Your idea of dealing with this distress would be to leave it in the hands more of the Poor Law, or one authority much of that character, and associated with that you would have charitable organisations which would co-operate?—Different charitable organisations co-operating with the Poor Law, would, I believe, supply the required assistance in times of distress to the poor of the city.

Proper
authority
for dealing
with distress.

83810. You are clear on one point, there ought to be only one authority?—Yes. I think the distress committee is a mistake so far as Manchester is concerned.

83811. (*Mr. Lansbury.*) From Paragraph 15 I understand you to think that the charitable people should open soup-kitchens and that kind of institution?—I believe in them in the winter time, but I think they ought to be under the cognisance of the Poor Law guardians and that voluntary charity should not be dispensed indiscriminately or relief given from two sources.

Soup
kitchens, etc.
for deserving
poor.

83812. And a person who goes and gets cheap soup should be pauperised; is that your idea, that he should be disqualified?—No, not disqualified. I do not think they will be pauperised any more than the children are now, who attend our schools and are supplied with food.

83813. You do not mean, then, that the Poor Law guardians as Poor Law guardians should establish the soup-kitchens?—No, there are a great many charitable people who are always willing to help in times of distress: it was so in the cotton famine in 1863-4.

83814. Then there are a number of people who for a variety of reasons are not able to provide for themselves?—There always are such people.

83815. Your remedy for that is charitable institutions such as you suggest here?—I say that the deserving poor should be sought out and helped.

83816. The deserving ones?—The deserving poor.

83817. And the remedy is to give them cheap food?—I think that is one means of assistance, but only one means.

*See paragraph 19 of Sir T. T. Shann's statement.

*Sir Bosdin
T. Leech.*

11 Nov. 1907.

Desirability
of "putting
by" out of
wages in
building
trade, etc.

83818. You are suggesting that the people who earn good wages in the summer should put by for the winter. What sort of period have you in your mind that a man works in the summer and what period he would have to provide for?—I think the bricklayer, for instance, will work from February to December, and he will have two months to three months in the year when the work he will get is very uncertain. I do not say he will be without work, but it will be very uncertain.

83819. You contend that, speaking generally, the bricklayer in Manchester gets work nine months out of the twelve?—I think at the least that if he is a steady hard-working man.

83820. What would be his wages?—The bricklayer will earn—I could not give you the exact wage—but he earns a very fair wage.

83821. Could you not tell me?—I cannot, because I do not know myself, I should think he would earn from 30s. to 35s. a week, and very often more than that.

83822. And you consider that he should put away a quarter of his wages?—I would not name any particular sum. If unmarried, I think he might put away somewhere near a quarter of his wages.

83823. You think that is a valuable suggestion?—I think that a man who earns good wages should put 5s. a week aside if he knows that in the winter time he cannot get constant work.

83824. Then as regards the general unskilled labourer in the building trade, and the Manchester Docks, do you consider that he gets work nine months out of the twelve?—At least that the unskilled labourer, I think, gets more than the skilled in certain trades such as painters and bricklayers. Of course there are some bricklayers' labourers out of work, but they can turn their hands to other jobs. These often get work at the docks.

83825. What wages do these earn?—I cannot give you authoritatively what the bricklayers' labourers earn.

83826. Still, your judgment is that they are quite able to save up in the summer time to provide for the winter?—Oldham cotton workers put aside large sums of money for subsequent expenditure and I have been astonished to find how in agricultural districts men who receive very small wages save their money, and I think it is quite possible with the men in the trades I have named.

83827. Do I understand you to say that in the agricultural districts?—Yes.

83828. Is it customary in the agricultural districts for the farmer to discharge the men; I do not mean the men he takes on for the harvest, and that sort of thing, but the man who lives in the village, is it customary for him to be discharged?—No, they generally get constant work the year round, but the wages are very small. They used to be 14s. to 16s. a week, and they are now 18s. to 20s.

83829. Of course, there are other things besides that, are there not, in the country, such as a garden?—There are cheaper dwellings and less opportunities of spending money.

83830. Of course, if we could lock everybody up when they had done work it would make them pretty virtuous, I expect, from one point of view. I understand at Chat Moss you put the men on three days' work?—In order to find work for more men the distress committee did so.

83831. The three days system is a very vicious system, is it not?—I do not approve of it, but it was on the principle that has been upheld of shortening the hours of labour in order to find work for more people.

83832. And they get 11s. 9d. a week for it?—They get 11s. 9d. for three days' work.

83833. You do not think that is a very satisfactory method of getting the best out of the men?—I tell you I do not approve of the plan. The labour colonies, so far as that is concerned, are failures.

83834. Exactly, because, apparently, you went on such viciously bad lines?—They are the lines recommended by trade unions, namely, shortening the hours of labour so as to find work for more men.

83835. You have studied this question, I suppose, very considerably, and I suppose you are aware that in London that system had been in vogue for many years, and almost everybody who thought about the question was against the doles of work of that kind?—I do not know

what they have done in London; I am not acquainted with it.

83836. At any rate it operated badly there?—I should not be surprised to hear it.

83837. It operated very badly in Manchester?—I think it operated badly myself. It was given up, which was a proof that it was a failure.

83838. I should have thought that it was obviously a bad thing to do. You cannot expect to get the best out of a man when he is only going to earn 11s. 9d. at the end of the week, can you?—I tell you I do not approve of it; I always maintained it was an unfortunate attempt.

83839. Was there any real reason why the men you employed on that other job should not have been paid the full rate of wages?—They were paid a rate of wages in excess of what would have been earned by an agricultural man used to the work, and what he would have expected to receive.

83840. Was there any difficulty in getting to this particular job?—No. Their fares were paid. Of course they had a distance to go from the City to their work.

83841. With regard to that job at Chat Moss, in reckoning up how much it cost did that include the fares travelling to and fro? What is exactly included in the cost of that job?—I could give you the full particulars if you wish. It was first decided to find fifty men on the first three days of the week and a further fifty men on the last three days of the week, making a total of 100 men for three days each. The distress committee decided to double the number of men, and since a certain date 200 men were employed three days a week each. The land dealt with was 137 acres, of which 86 acres were treated by the unemployed.

83842. I only want to know whether the whole of the Cost of £400 odd was spent in wages for the men?—The cost of work at labour, exclusive of superintendence and wages of time-keeper, was £411 3s., being equal to £12 9s. 2½d. per acre. If the work had been done by the cleansing committee's own moss men they would have been paid piecework. The price paid to the delvers when the Carrington Moss was reclaimed in 1887 and 1889 was £1 18s. 9d. per acre, but wages have since considerably increased for this class of work, and the price of £4 14s. 6d. per acre was recently paid for work on similar land by Lord Ellesmere; but the total cost of the 33 acres at such rate would equal £155. The cost of the fares was included.

83843. Would tools be included?—They were not included.

83844. Just one question about the wicked man who came to London. Can we really have it definitely whether that man saved up the money, or whether his fare was paid for him? You set it out here that he definitely did pay it himself. It is rather important?—The man who came to draw his money gave the information that he had gone to the football match.

83845. Did the man himself give the information?—He did not.

83846. Do you not think it would be fair if you inquired whether his club gave the ticket to him?—It is so long since it would be impossible to get the information now.

83847. I should not have thought so. I want you to prove your statement. You have definitely said that the man saved up. It has been suggested that he did no such thing, but that the ticket was given him by his club?—I can give you no information more than the man gave me who came for the money.

83848. That was second-hand information?—Yes.

83849. Which has not been tested at all?—I have tested it so much at any rate that he went to London to a football match when he was working for us as a distress man.

83850. If a man had nothing to do there is no reason why he should not fill up his time in that way?—He left his work where he might have had £1 a week.

83851. The work was apparently thrown up for other reasons. It is nothing against the man, is it, that someone gave him a ticket to come up for a football match; they might have told him to go and seek for work in London at the same time?—I can only give you the information that has come to me.

Wages in
agriculture.

System of
employment
by Man-
chester
Distress
Committee
at Chat Moss.

Question
man alleg
to have le
relief wor
to go to
football
match in
London.

83852. (*Chairman.*) The point is this, it is quite clear that what you have said here is simply what you were told: that the man instead of coming to get his pay and so on, sent somebody who said that he went off. and that was why he was not there to get his pay. I think you said you were told the man saved the money, and I think that is rather doubtful?—I asked my informant where he had got the money, and he said he had saved up and gone to London.

83853. (*Mr. Patten MacDougall.*) Did he come back again?—He never came back again to my knowledge; he never came back to his work, I mean.

83854. (*Mr. Loch.*) May I conclude that what you are

aiming at in this evidence is this, that you consider that the principle of their social training should be to lay by as best they can for those periods of distress which are likely to come?—That is my feeling distinctly.

83855. And that any method by which that sense, which may be already rather weak, is still further weakened is deleterious both to them and to the common good?—That is my opinion.

83856. So that, quite apart from the amount of wage that the man may have, you would judge of whether he made the attempt to think of the future or not?—That is so.

Sir Bosdin T. Leech.

11 Nov. 1907.

Sir THOMAS THORNHILL SHANN, called; and Examined.

83857. (*Chairman.*) You are a member of the Manchester City Council and Chairman of the Manchester Distress Committee?—I am Chairman of the Education Committee and was Chairman of the Distress Committee up to April last.

83858. You have been good enough to prepare a Statement which we will treat as your evidence-in-chief, if you will kindly hand it in.

(*The Witness handed in the following Statement.*)

1. I have had considerable experience in dealing with the relief of distress in various directions.

2. As a member of the Manchester School Board (1888–1894) I took part in the administration of a voluntary fund for providing food in the shape of dinners for necessitous children attending the board schools.

3. As Lord Mayor of Manchester (1903–4 and 1904–5) I instituted a fund for the relief of the exceptional distress prevalent in Manchester in the winter of 1904–5. The fund was designed for the relief of persons not of the class usually relieved by Poor Law agencies—the object being to render assistance without the stigma of pauperism and the consequent loss of citizenship.

4. The total amount received was £7,148 7s. 1d. Grants in money (amounting to £1,744 8s. 8d.) were given to various religious and other organisations dealing with the giving of relief (including the Salvation Army, the Church Army, the Manchester and Salford Wesleyan Mission, and the Manchester and Salford Provident Society, etc.).

5. The sum of £3,013 16s. 9d. was given directly in relief to distressed persons. This took the form of tickets for food which ranged in amount from 1s. to 8s. per week; coke was also supplied. No relief was given when the family income exceeded 2s. per head (after allowance for rent). Applications from single men living in lodgings and from all in receipt of parish relief were refused. The enquiries into the circumstances of the applicants were made in the evening by the school attendance officers, of whom there are in Manchester fifty-four, each with a district of about 12,000 inhabitants. The cases were revisited at periods of four weeks.

6. In the middle of January, 1905, there were 2,300 families on the books. Altogether there were 24,000 cases visited (many of these being cases of revisitation), and 5,500 were refused.

7. Soup kitchens were established at thirty-one centres managed by the city councillors of the various wards and by other voluntary helpers.

8. The persons relieved belonged mostly to the unskilled labouring class whose occupations are affected by the weather. There were also a large number of widows and invalid persons unable to work.

9. Owing to voluntary assistance the administration of the fund of £7,148 7s. 1d. cost comparatively nothing. The main item under this heading in the balance sheet being the cost of advertising lists of subscriptions, etc.

10. This special fund undoubtedly relieved many thousands of deserving people, and to a large extent it allayed for the time some serious agitation which had arisen in Manchester owing to want of employment, but at the best was only a tentative expedient (Report with balance sheet enclosed).

11. The year 1905 saw the passing of the “Unemployed Workmen Act,” and the establishment in October of the Distress Committee constituted as follows:—

18 Members of the City Council.

6 “ “ Chorlton Board of Guardians.

5 “ “ Manchester Board of Guardians.

3 “ “ Prestwich Board of Guardians.

8 Persons experienced in relief of distress.

Total 40

12. An appeal for money to create a Wages Fund was made and the sum realised was £5,060 11s. 8d. (including a grant of £1,507 10s. 0d. from the Queen’s Fund).

13. Work of various kinds was provided and the whole of the available funds were spent during the year.

14. The labour registries for both men and women have been efficiently carried on during the past year (*see* Report of Distress Committee for 1905–6).

15. It was not found possible to provide a satisfactory permanent scheme of work, and the Distress Committee came to the following conclusions:—

(1) The Committee are not at all sanguine that an appeal for further subscriptions will meet with any adequate response, as the public fail to understand the necessity for a recurring demand for money where-with to pay wages.

(2) The carrying out of the Act last winter did not appear to give entire satisfaction, although the Committee loyally complied with the terms of the Regulations of the Local Government Board. Further, the Committee are of opinion that the sum set apart by Parliament is quite inadequate for the purpose it is intended to serve.

(3) Finally, the Committee, although willing to use every effort to benefit the unemployed in Manchester, and to carry out to the best of their ability the instructions of the Local Government Board, think that what is needed is a national scheme drawn up by the Government for the whole of the country—a scheme with adequate funds at its back so that it may work automatically to suit the varying vicissitudes of trade, and a scheme which shall deal particularly with that large class of people who are unable to perform work of a character at all equal to the barest wage which may be paid to them. The so-called unemployed are composed of men and women, some of whom are able and willing to work, others who are willing but unfit to work, and it is to be feared, a proportion who do not want to work. The Committee also think that the difficulties which arise from the want of control of the “tramp” element call for urgent attention.

LABOUR REGISTER.

(1) *Number on Books.*

16. During the months from November, 1905, to June, 1906, the numbers of men on the register of the labour bureau was as follows:—

November 30th, 1905	-	-	-	1,725
December 31st, 1905	-	-	-	2,016
January 31st, 1906	-	-	-	1,998
February 28th, 1906	-	-	-	1,858
March 31st, 1906	-	-	-	1,693
April 30th, 1906	-	-	-	666
May 31st, 1906	-	-	-	539
June 30th, 1906	-	-	-	478

Sir Thomas Thornhill Shann.

11 Nov. 1907

Unemployed Workmen Act. Manchester Distress Committee.

Conclusions of Manchester Distress Committee: More money needed for administration of Unemployed Workmen Act.

Need of a national scheme for dealing with unemployment.

Numbers on register of labour bureau in Manchester.

Sir Thomas
Thornhill
Shann.

11 Nov. 1907.

17. The large reduction noticeable for April is accounted for by striking off those who had failed to report themselves to the registry within the eight days stipulated by the Committee.

18. The number of unemployed women and girls who registered their names during the period referred to was 692, and the number remaining on the register at the end of the period was 207.

(2) *Classification according to Trade.*

19. The following table gives a classification of the trades of the men whose names were on the register on November 1st, 1905, and June 30th, 1906.

	Nov. 1st, 1905	June 30th, 1906
Dyers and Finishers - - -	12	—
Building Trade, labourers - -	201	35
Building, other workpeople - -	82	9
Engineering and metal trades -	125	54
Carmen, stablemen and horsemen	114	48
Clerks and warehousemen - -	53	39
Porters and messengers - -	50	27
Woodworking and furniture trade	9	8
Printing and bookbinding trades	4	1
Clothing trades - - -	9	5
Factory operatives - - -	6	10
General labourers - - -	794	232
Other occupations - - -	53	10
	1,512	478
Boys - - -	20	—
Total - - -	1,532	478

20. Of the 207 women whose names were on the register at June 30th, 1906, there were :—

Laundresses - - -	4
Dressmakers and machinists - -	6
Clerks, shop assistants, waitresses, etc. -	27
Canvassers, printers' assistants, etc. -	1
Charwomen - - -	169
Total - - -	207

3. CLASSIFICATION OF THE UNEMPLOYED.

21. I would like to draw the attention of the Commissioners to the following points, mainly connected with the solution of the problem of Unemployment.

22. First, there must be a recognition of the fact that skilled workmen and others who belong to trade organisations find in their organisations the best means of obtaining work and also the best means of maintaining themselves when difficulties occur through the vicissitudes of trade. Well-organised labour registries should also be of great assistance to others, particularly those who do not belong to trade societies. There remains a considerable number who at the present time are very much to the front and who as a class constitute one of the main difficulties of the distress committees, particularly in the great towns, where owing to the want of control of tramps and vagrants throughout the kingdom such urban districts become the natural refuges of helpless people, many of whom are worthless characters; for whom on this or on other accounts it is impossible to find remunerative work, even if they were able or inclined to labour. Experience of a great many of those who have been relieved during the past two years in Manchester has impressed me with the fact that there are many persons who, owing to physical or mental disqualifications, are incapable of being assisted by ordinary means. They are derelicts whom nobody wants—the products of bad training—idleness or dissipation. Many of the men of this class have discovered that they can exist without work by living upon their families, and by means of casual employment or charitable doles are able to subsist. No matter how good trade may be or how great may be the demand for skilled and unskilled labour, such persons will always be out of work.

23. By means of labour registries the unemployed could be graded. Different treatment will be required to meet the needs of different classes :—

(1) A national scheme should be provided for those who are deserving and able to undertake suitable work.

(2) There must be police organisation and control for tramps and vagrants. These must be restricted from wandering up and down the country. For such and for the derelicts there must be some form of asylum or colony provided where they will undoubtedly have largely to be maintained at the public cost.

(3) For the helpless and shiftless who are able-bodied a different provision must be made.

(4) There remains another class, namely, those who by reason of physical weakness or old age are incapable of work. For these provision must be made apart altogether from the ordinary outdoor or indoor relief of the Poor Law, and help must be afforded without the disgrace which now attaches to anyone who goes upon the rates.

24. I am also strongly of opinion :—

(1) That practical and special means should be taken for the training in habits of industry of the children of those for whom the State may make provision in the directions indicated above.

(2) That there should be such an amendment of the Poor Laws as will prevent the manufacture of habitual paupers, whilst the needs of the deserving should be met by assistance which shall not entail degradation.

(3) That there should be one authority established for the purpose of dealing with the whole problem of the relief of distress.

25. I append a copy of a statement made by me in presenting to the Manchester City Council the first report of the Distress Committee and also a copy of a report of a distress sub-committee *re* provision of work for unemployed women. (See Appendix No. XCVIII A. and B.)

83859. (*Chairman.*) You have had experience as Mayor of Manchester in 1903-4 and also 1904-5?—Yes.

83860. The first year a very considerable sum was distributed in the shape of relief in kind?—Yes, in food and money.

83861. How did that answer?—It answered very well. We got very good organisations. We got the charitable people who used to distribute charity together, we had a meeting once a week, and then in different parishes we had a committee in which the city councillors took the lead, along with other people connected with the different bodies mentioned.

83862. You had a visiting committee?—Yes, they visited every case.

83863. You had thirty-one soup kitchens established?—Yes.

83864. And there were a good number of widows and other persons?—Yes.

83865. Did these persons differ much from those who ordinarily go to the Poor Law for relief?—Yes, they are not the people who come to the Poor Law; they do not receive Poor Law relief at all.

83866. Were they persons who were ordinarily in employ?—The widows probably had sons who were out of work, therefore their means of livelihood was taken away from them, therefore we assisted the widows.

83867. Your committee considered the general question and they came to certain conclusions; and in Paragraph 15 (3) apparently they think that what is needed is : scheme for “A national scheme drawn up by the Government for the whole of the country, a scheme with adequate funds at its back so that it may work automatically to suit the varying vicissitudes of trade, and a scheme which shall deal particularly with that large class of people who are unable to perform work of a character at all equal to the barest wage which may be paid to them.” Was that the unanimous opinion of the committee or the majority?—It was the unanimous opinion of the committee.

83868. Do you not think it is a very difficult proposition you have laid down, that there should be a national scheme supported by a national fund to suit all the varying vicissitudes of trade, and help people who cannot perform work equal to a wage sufficient to keep them?—I cannot see how any locality can do it by themselves. We have skilled labourers, and strong enough men out of work; those I think we could deal with, there are not so many of them, it is those who are willing to work and are not

Grading of
unemploy-
ment by labour
registries.

Need of
training of
children

Amendmen-
t of Poor
Laws.

Single
authority
to deal
with relief
of distress.

Manchest-
relief fund
1904-5.

Necessity of
national
scheme for
dealing with
unemploy-

Trades of
men on
labour
register.

Trades of
women on
labour
register in
Manchester.

Need of
thorough
classification
of un-
employed.

Grading of
unemployed
by labour
registries.

capable of working, not bodily strong. Then we have the men who will not work, who are always hanging about when there is anything to be given away. It is those men we want to deal with.

83869. I suppose the class you want to help are those who, though willing to work, cannot give labour of the character which is remunerative to those who employ them?—Yes.

83870. Should you say there is any large number of that class in Manchester?—Yes, I think there is a fair quantity of them.

83871. That means roughly that this class is to be maintained at the public expense?—To some extent, yes.

83872. In addition to the Poor Law?—I think if the Poor Law was made more workable it could deal with them in some way or other. There are a great many complaints about the Poor Law; a man complained to me that when they went to the Poor Law it was made as difficult as possible to get anything, and they had to go inside, when they did not want to leave their families to go inside, and as to the work provided there the Poor Law people had very little land. The man said: "We dig a hole and the next day we fill it up." It was not remunerative at all; it was doing nothing; it was more like the old prison work.

83873. If you will go to Paragraph 22 of your statement you say that you are impressed by the fact "that there are many persons who, owing to physical or mental disqualifications, are incapable of being assisted by ordinary means. They are derelicts whom nobody wants, the products of bad training, idleness, or dissipation." Would you maintain that class by a treatment other than the Poor Law? Is not the Poor Law rather intended just to deal with that very class?—But that very class does not like to go to the Poor Law; they are very decent people, willing to work, but they have not the stamina, and could not do it; some lighter work should be provided for them.

83874. You describe them as the products of bad training, idleness, or dissipation?—Some of them.

83875. It seems to me this class was the class for whom the Poor Law was intended?—But a man if he goes to the Poor Law must go into the house, and take his wife and children with him, and they are all divided. He does not like that; he has to be in one place, and his wife in another place, and his children in another place; therefore it is breaking up connection one with the others.

83876. It is a very serious proposal to say the State is to maintain permanently, by means other than the Poor Law, a number of persons whose work is not remunerative?—That would only last for a time; what we have to look to is the rising generation, and try and divert them from this, to try and bring them up healthier and stronger.

83877. You do make that suggestion, that you should try and get the children away from parents of this class?—Yes. You cannot do much with some of them now, they are too far gone.

83878. In Paragraph 24 you say there should be one authority established for the purpose of dealing with the whole problem of relief of distress?—Yes.

83879. This one authority I assume would be the Poor Law, or some modification of the existing Poor Law institutions?—Yes.

83880. With a larger classification in dealing with them, I suppose?—Yes.

83881. Perhaps in my previous examination I did not quite keep this in mind; you are not in favour of having two authorities, a distress committee and a Poor Law authority, but one authority in future which would have a much wider discretion and greater powers of classification?—Yes.

83882. At the same time you think there are certain questions which should be taken up by the nation rather than by the locality?—Yes, I think so, the large question.

83883. (*Bishop of Ross*.) In Paragraph 23, Subsection 1, you say that a national scheme should be provided for those who are deserving and able to undertake suitable work. Do you mean workmen whose work would be remunerative? In answer to the chairman you discussed those persons whose work would not be fully remunerative,

and were not able to do the work of the ordinary standard but in that subsection you say they are deserving persons?—That means the class of people there who are not strong.

83884. So that their work would not be value for what they were paid?—They would not earn the same amount of wages as a man who was capable of earning full wages.

83885. They would to some extent contribute to their own support?—Yes.

83886. But the amount of work would not be equivalent to their support; there would be a deficit or loss?—I do not know; if he has not a family it does not take much to keep a man of that sort. Supposing there was a farm or work of that kind, a man could live very cheaply, but in a place like Manchester, a large city, on the land which we provided we had nowhere for them to live; they had to be taken backwards and forwards at great expense. It cost something like £500 with the railway fares and other expenses, against some £150 for skilled labour. If the men had been able to live there it would have been different; they had to leave their families. The three days was given, as Sir Bosdin Leech said, on account of providing for more and giving the men a chance of getting work for themselves. We thought if we kept them there six days in the week they would not be able to find work for themselves, but if we kept them there three days they would be able to find work elsewhere.

83887. What is your idea, how should the national scheme you suggest be worked?—It would be a large colony, or anything where these people can go and live with their families and do work, whether it is farming or what not.

83888. Those persons belong to a variety of trades you have a list of the various trades in Paragraph 19. Do you suggest the State should find work for those particular trades in their own particular line, or do you propose that these various trades should be driven to do farm colony work, or some other work of that kind?—So far as the dyers and finishers are concerned, only until the men could go back to their own work.

83889. In the meanwhile would you keep them at their own work?—No, we should have to find some other work which was mostly unskilled work. Now there are carmen and stablemen and horsemen: these men used to be at work on the tramears, but now there is no work for them, but not only that, the men are getting on in life and their age is against them, and they are not capable of doing any other work.

83890. As I understand, you are proposing not merely to tide over a period of distress, but your idea is to find permanent work for these men?—There will always be distress, and those men are always out of work.

83891. Is it your idea to find permanent work for those ineffectives?—Yes.

83892. And keep them till they die out?—Yes.

83893. Then you hope that you may bring up the new generation to be more effective than the old?—Yes.

83894. It is a serious problem to keep a number of men for a period running from perhaps ten years to thirty years: what class of work do you suggest they should be put to?—They would have to be classified: one man could do one thing and one another.

83895. I thought you told me you could not find work for them at their own various trades, but that you should put them at some general unskilled work?—The distress committee did find them work. During the time I was Lord Mayor I got work from the corporation. The corporation found work which they had no need to do for years to come. They did work which in six years would require to be done—they did street work.

83896. I can understand that tiding them over a period of undue distress, but the problem is finding permanent employment for those men during the remainder of their lives; that is the problem we are talking of?—I must leave the members of the Royal Commission to do that; from the evidence you get you may be able to arrive at sound conclusions.

83897. So that you do not propose to provide them permanent employment at their own trade during the remainder of their lives?—No, there are a lot of these cause of men who are weak men, and the employers are glad to unemploy-get rid of them. I am told by both the men and the

Sir Thomas Thornhill Shann.

11 Nov. 1907.

National scheme for deserving but not fully efficient persons.

National scheme to take form of labour colony.

Question of kind of work to be provided for men of different trades.

Employers' Liability Act as a cause of men.

*Sir Thomas
Thornhill
Shann.*

11 Nov. 1907.

Failure of
Chat Moss
Farm
Colony.

Feeding of
school
children in
Manchester.

Question of
prosecuting
parents
for neglect
to feed their
children

employers that the Employer's Liability Act did a great deal to get rid of them. When a man is a little shaky at all he is got rid of.

83898. That made things worse?—Yes; that is what I have been told by both the men and the employers.

83899. (*Mr. Patten MacDougall.*) Have you considered on the Manchester Distress Committee the purchase of a farm colony at all?—Yes; we have a farm colony working, but it is no use at all, it is a failure.

83900. (*Sir Samuel Provis.*) That is at Chat Moss?—Yes; the men have to be taken there and come back the same night, or stop there the week. They can earn 15s. a week probably, but what is to become of the wife and children, they have to go on the rates. If there is to be an effective farm colony you must provide living accommodation for the families.

Might I say that I think the Act which was passed for providing meals for school children is working very well in Manchester, and I think it would be a pity that the Poor Law authorities should undertake that work. Of course we have adopted the Act, and I think we were one of the first to adopt it. It is working very well in our district. We have two medical officers belonging to the Education Department; they visit these children, and certify that the children are improperly nourished. Then we send our officers round to get the particulars. We have what we call a scale of income, and if the income is below that scale we give the children a dinner in the middle of the day, which costs us 1d. If it is above that scale the parents of the child have to pay for it; and we find that is working very well and the children improve. The medical officers say they are improving very much. The cases are all passed by the medical officers.

83901. (*Chairman.*) Have you got big dinners for the children; and where a person's income is below a certain point you grant them gratuitously, while if the incomes are above a certain point they have to pay?—Yes; we make them pay for it.

83902. Is that on a big scale?—Pretty fair. We have something like 1,000 children now, but in the winter

time we shall have some thousands, I think the time will have to come that if the parents have sufficient means, and they do not provide the meals, there will have to be a criminal prosecution; some have plenty of money and do not look after the children at all, and let them starve. We think as an Education Committee something will have to be done in that direction to make the people look after their children.

83903. (*Mr. Gardiner.*) Do you want that kind of legislation administered by the present board of guardians?—By the education, authority not by the guardians.

83904. The education authority should be ready to prosecute a parent for neglecting to adequately maintain their children?—We do prosecute for certain things now.

83905. And you would for inadequate feeding?—Yes.

83906. You are prepared to do that although it is a new departure?—Yes; we already prosecute with regard to school attendance, and we have the best information; we visit all these children, and we know the children and the parents.

83907. (*Mr. Lansbury.*) The Society for the Prevention of Cruelty to Children could prosecute?—They have not the same means for getting information that we have.

83908. Parents are prosecuted even now by that society?—In very serious cases, but not very many.

83909. It would not be very much for you to undertake the other duty?—No; we could undertake it; we are well qualified for doing it because we have our medical men who could give evidence. Sir Bosdin Leech said that the children were running about the streets of Manchester. That is a reflection on the Education Committee. I must say we have 110,000 children, and we have over 90 per cent. attending the schools regularly, so that there cannot be much running about the streets. (The Witness subsequently forwarded a memorandum on the subject of the feeding of school children. See Appendix No. XCVIII (C)).

Mr. Tom Fox, called; and Examined.

Mr. T. Fox.

11 Nov. 1907.

Experience
of witness.

83910. (*Chairman.*) You are Secretary of the Manchester and Salford Trades and Labour Council, a Member of the Manchester City Council, and the Manchester Distress Committee, and you are also General Secretary of the British Labour Amalgamation?—I am.

83911. You have been good enough to prepare a statement which we will take as your Evidence-in-chief if you will kindly hand it in.

(*The Witness handed in the following Statement.*)

Unemployment—its extent.

Duration and
extent of
unemployment.

1. Want of employment by capable, willing and deserving workers is no longer periodic, but is a chronic phase of our great industrial centres. In this district considerable numbers of capable persons in the Iron and Steel Trades, Engineering, Building, Textile, Furnishing and other trades, are idle through no fault of theirs.

2. The percentage of Unemployed ranges from 3 to 5 per cent. in times of prosperous trade, and from 10 to 12 per cent. in times of trade depression amongst skilled artisans.

3. There are no reliable statistics of unskilled out of works, but the percentage must be at least twice as great as the skilled artisans.

4. A considerable number of artisans whose trade has been totally or partially superseded by machinery, and other artisans who have been unable to respond to the high state of efficiency called for by employers on account of stress of modern trade competition, helps regularly to swell that ever-growing mass of unskilled workers, whose employment at the best is uncertain and at all times very badly paid.

Casual
labour at
Salford
Docks.

5. Casual labour in this district can best be appreciated by a visit to the Salford Docks of the Manchester Ship Canal Company, at the Main Gate, Trafford Road, Salford, about 7.30 a.m., 1.30 p.m., or 6.30 p.m. At these hours workmen are taken on. Here may be found almost every day a struggling mass of able-bodied men

fighting each other to obtain one of the metal checks from a foreman of the Company that would entitle them to a few hours' work at sixpence per hour. It is very often the case that there are ten times as many men as there are jobs vacant.

6. In a walk round Manchester City, particularly in the neighbourhood of our Markets, Warehouses, and Railway Stations, men are to be met with who are in search of any kind of employment.

7. The great central cause is undoubtedly the vast increase of machine industry during the past century, not only in this country, but in all parts of Europe, Asia, and America.

8. Our one-time monopoly of the world's markets for our machine products is gone for ever, and the area of profitable markets for our trade and commerce will naturally diminish as other nations develop their industries to satisfy their own needs, and compete with us for foreign trade.

9. Monopoly of Raw Material by private ownership.

10. Lack of regular employment is most demoralising to our people, because it means loss of energy from insufficient food, loss of hope from the ceaseless search for work that ends continuously in disappointment, loss of self-respect from shabby clothes, and unaccustomed slum residence and environment, due to lack of funds to pay the higher rents for respectable dwellings in a respectable neighbourhood.

11. Under these circumstances many estimable men and women have been wrecked, who when in regular employment were most respectable citizens.

12. Unemployment of parents has a deplorable effect on their children. In this district the deterioration of physique among boys and girls is due directly to under-feeding, and overcrowding of families, these in turn, in the vast majority of cases, being due to unemployment.

Remedies for
unemploy-
ment.

Reaction
of laws of
labour.

Fair
conditions.

Disutilisa-
tion of dock
labour.

Want of
organisation
of unskilled
labour.

Failure of
Unemployed
Workmen
Act.

Need of
national
scheme of
employ-
ment.
Numbers of
skilled and of
unemployed.

13. Whilst our National Trade and Commerce continues to be conducted on its present lines by individuals purely for gain, instead of the National Need, I confess I do not see how it is possible to put an end to all unemployment.

14. If at present we cannot employ all our capable workpeople, much may be done towards this end by introducing a legal eight hours work day, two shifts daily with two sets of workers when trade is very good, and reduced as trade may decline to six or four hour shifts daily, this to obtain in all our leading industries.

15. It would be far better to have *all* working *half* time, than *half* working *no* time.

16. For those workers who for various reasons may not be absorbed by the shorter working day, farm Colonies (as far as possible being self contained) could be tried. There is much idle land in this kingdom that ought to be in use.

17. Referring again to work on the docks of the Manchester Ship Canal Company, much good might be accomplished by an agreement between the Company and the Dockers Trade Society, viz.: the Company to give first chance of employment to fully qualified dockers who have permanent homes and are bringing up families in the immediate neighbourhood, the society to be responsible for the efficiency and regular attendance of the men at work. A large amount of regular employment is now possible for dockers at this port. More regular work with weekly payments of wages would certainly result in great good to the canal authorities, dock labourers, and the general public.

18. Casual employment with daily payment of earnings leads to many serious evils.

19. Amongst unskilled labourers there is no really effective national cohesion from a trade union point of view, the constant changing of occupation, coupled with the very low wages received, is a serious hindrance to organisation of this vast section of workers.

Unemployed Workmen Act, 1905.

20. As a member of the Manchester Distress Committee from its inception, I have devoted considerable time and attention to the administration of the Act. I am convinced that to attempt to solve the difficulties attendant on this question by local effort coupled with dependence on public philanthropy for funds to carry out plans is *absolutely hopeless*.

21. A National Scheme with National Funds to back it is in my opinion essential to success.

83912. (*Chairman.*) Do the statistics that you give us, and your calculations, allude to the country generally, or to the neighbourhood of Manchester and Salford?—The country generally.

83913. Your estimate is that whatever the percentage of distress amongst the skilled trades is, as shown by the trade union returns, you may safely double that as regards the unskilled?—Yes.

83914. That is a calculation you have made, I suppose, from general knowledge?—From general knowledge, knowing there are always two or more labourers working with each skilled artisan in the general iron and steel trades.

83915. In the textile trades, of course, that is not so?—In the textile trade, no.

83916. You have put it roughly, the engineering trades and the iron trade and the building trade?—That is so.

83917. About two unskilled to one skilled?—Yes.

83918. Is that your own impression, or would that be a sort of general estimate?—That is an estimate I have come to after about sixteen years' experience of the unskilled labour, that we have at times of depression. We find that generally, when we have 10 per cent. of these skilled artisans out of work, we have something like 20 per cent. of the unskilled.

83919. May I say that that is a sort of rough estimate that you and those who work with you have in their heads?—That is so.

83920. It would vary in the different trades, in some trades it would be less, but on the whole you think that would be a fair average?—On the whole, I think that is about right.

83921. Do you think unemployment is on the increase?—I do. I could give you instances. In the sewing machine trade at one place, Bradbury Jones, there were five men doing a certain amount of work with a dozen boys, and some three or four years ago an automatic machine came along, an American invention, and the five men were reduced to two, and the boys were reduced to three, so that practically there you had more than 50 per cent. of a dislocation of men. Then, of course, the development of machinery tends very largely to women work. The women are ousting men in most trades, including the iron trade. Many women are doing the light kind of drilling, etc., which used to be done by men.

83922. In the iron trades?—Yes. We have hundreds of them in Manchester now doing work that was formerly done by men on the drilling machines. Women in the iron works were unknown a few years ago, but there are hundreds or thousands of them now.

82923. What is the drilling work they do?—Light drilling. There are a large number of them at the Westinghouse place in Trafford Park, Manchester.

83924. Are married women taken in to work in these works?—Both married and single.

83925. As much as in the textile industry?—Not quite so many married women, but on the same lines exactly.

83926. That is modern, is it?—Quite modern.

83927. Should you say that the percentage of employment has increased in proportion to the population?—Owing to the development of machinery, there can be no doubt about it, unemployment has increased and will continue to increase. The power of the machine for making wealth is growing out of all proportion to the population; the increase of population is nothing like the increase in power of wealth production.

83928. The evidence we have had, certainly as regards London, I think, was to the effect that the unemployment had not increased amongst the skilled trades, and the higher strata of the unskilled, but in the lower strata of the unskilled there has been a considerable increase of unemployment, or it was believed there was an increase. You can go so far as to say you think there is in the skilled trade?—In Lancashire undoubtedly, in the engineering trade and other trades it is on the increase.

83929. What is your particular trade of engineering?—We have labourers of all kinds. We have labourers who work for engineers and labourers who work for builders, and so on, almost all the various trades, twenty or thirty different kinds.

83930. The Manchester and Salford Trades and Labour Council I suppose is a combination?—A combination of about 31,000 workers of all trades.

83931. How many years have you been in Manchester?—I have been General Secretary fifteen years.

83932. Should you say things are worse now than when you first became Secretary?—Undoubtedly, we have men out now even in good times. There was a time when trade was such that we could find work for all our men, but that never happens now. We always have some men out.

83933. It is suggested to us that the older men find greater difficulty in getting employment?—That is so, older and some of the weaker men that Sir Thomas Shann spoke of about a little while ago, we used to put them on to the light jobs which women are taking now. When men were not able to take heavy work, and were getting on in years we put them on to the light drilling, but since the women came in they are barred. As a matter of fact the increase of women work is as five to one compared to the increase in men during the last twenty years.

83934. Do the Salford Trades include the Textile Textile Unions?—We have textile men, but not the women industry. They belong to a different council.

83935. Would you not be rather giving special evidence with regard to the industries you are acquainted with, the engineering or iron rather than the textile?—Yes.

83936. You would not say there was greater unemployment in the cotton industry?—No, I do not say there is more unemployment in the cotton industry: it is with regard to the engineers.

Mr. T. For.
11 Nov. 1907.
Increase of
unemploy-
ment.
Displacement
of men by
machinery
and women.

Increase of
wealth pro-
duction and
decrease of
employment
in general.

Difficulty of
finding
work.

- Mr. T. Fox.* 83937. Are the requirements of men now greater than they were?—Yes, owing to the stress and the intensity of the work. A man who is in any way defective at all is very soon pitched outside; they will not stick to him.
- 11 Nov. 1907. 83938. Has the Workmen's Compensation Act added to the difficulty?—It may have had some effect with regard to very old men, but outside that I do not think it has made very much difference to the unskilled labour.
- Increased strain of work. 83939. I assume it would not make a difference unless a man lost his employment. If he lost his employment he might find a difficulty in getting in again?—When a man gets grey haired now and his back is bent, he has a difficulty in getting a job.
- Effect of Workmen's Compensation Act on employment. 83940. Do you think the Workmen's Compensation Act has had anything to do with that?—I do not think so: I think it is on account of the surplus of labour. Where an employer can get a healthy strong man he will not employ an old one.
- Advantage of reduction of hours. 83941. One of your suggestions is that there should be a limitation of hours?—Yes, I think it would be much better in times of trade depression to keep the whole of our people working, even if you had to reduce the hours considerably. I find nothing deteriorates a workman so rapidly as being out of work. The deterioration is rapid, and I say here, I believe, that it would be much better if we had two shifts working four hours a shift in bad times rather than have one-half doing nothing and the other half doing eight hours.
83942. Some people dispute that. Is not the effect of working half time very prejudicial?—It is prejudicial, but not to the same extent as a man being out of employment.
83943. Half-time rather leads to loafing, does it not?—Undoubtedly it is prejudicial, but that is an alternative to something worse.
- Difficulty of giving full work to all in bad times. 83944. It is sometimes submitted to us that what we should rather aim at is to get full work for a certain number of individuals and to try and absorb the others who are displaced as fast as we can, and that that in the long run produces a better state of things in finding work for all?—In bad times I do not see how you can do that. In bad times it would be too great for you to cope with. In March, 1904 and 1905, we had something like 15,000 out of work in Manchester men and women walking about doing nothing. That is the time when Sir Thomas Shann raised those funds. If he had not done it, I do not know what would have become of us.
- Casual labour system at Manchester Docks. 83945. Now we come to the Manchester Ship Canal. You say a large amount of regular employment is now possible for dockers; has the tendency been rather to try and decasualise labour at the docks?—At our Manchester Docks we are very peculiarly situated. We draw men from all portions of the Kingdom; men are constantly coming and going. At the best of times there are double the men there that are required. We are in a large industrial centre, and when a man fails to get work at his own trade or anything else, he generally flocks down to the docks for half-a-day's work. It suits them to work for four or six hours. When everything else fails a man he goes down to the docks on the off-chance of getting a casual job. We believe if we could get the ship canal company to agree with our own society, (we have over 1,000 men dock workers in our society), to give the men who live in the locality, and have their homes and families there, the first opportunity for the work, it would meet the case very considerably. At some docks they pay daily, but in Manchester they do not, they pay twice weekly, Friday night and Monday night.
83946. They do not pay them by the day?—No, three days. In my own opinion it would be better if they only paid them once a week.
83947. Is that all hands, or only a certain proportion?—All hands are paid twice a week—those who have worked as dockers.
83948. Are they taken on by the company?—Certain men are given so many checks each, and they come to the gates and hand the checks out to whom they think proper.
83949. Do the separate steamship companies engage their own labourers?—No, the ship canal company engages them for the steamship companies.
83950. Of course the more regular you make the employment, the fewer would be the people who would come for what was left?—Yes. If they knew we had a regular gang of men there who would get what work there was, it would tend to lessen the people flocking down there who only come for half-a-day's job or so. We have heard of men, even engineers and moulders coming down there and getting work in the afternoon.
83951. Since when has this system of paying twice a week been in force, or has it always been in force?—It has been in force as far as I know since the canal has been opened. They have the regular pay day on Friday, and have what they call a "sub" on Monday.
83952. In spite of the proposition you make that the work should be more regular I do not suppose the men who go down to the docks want that?—The men who have their homes there and ought to be first considered, certainly would like to have it done.
83953. The docks have come into existence since you have been in Manchester?—Yes.
83954. Have they attracted much more casual labour, do you think?—A good deal more. There is no doubt about it.
83955. It has not only concentrated it in Manchester, but has brought it from other parts of the country?—Yes.
83956. In that sense it is an evil to Manchester?—Yes, in that sense it is.
83957. It aggravates this?—Yes, they come from all parts of the country.
83958. You get not only the people who have failed in their own particular trade and slipped down, but the people from outside?—We do; we get all kinds of people from outside.
83959. Has the proposal ever been made to the Manchester Ship Canal Company that they should regularise, to a greater extent, dock labour?—No, I do not think it has.
83960. The difficulties of this unemployed problem are very great. At the end of your statement you suggest there should be a national scheme?—Yes.
83961. Several of the same sort of suggestions have been made to us. Are not your suggestions rather wide, because it is very difficult to suggest any practical solution, and so you hand it on to the backs of the whole nation?—I do not see how it is possible for a city like Manchester to make provision for its own unemployed, because if we were to attempt it, I doubt our ability to do it. If we were to attempt it and put £30,000 or £40,000 into a big scheme of farm colonisation, it would have a tendency to draw the unemployed from all the surrounding towns, if we were doing more than they were. Thinking this matter over very carefully, and I have gone into it carefully as a member of the distress committee and otherwise, it appears to me we ought to have farm colonies with a quantity of training.
83962. I see your point, that if isolated action is taken by the different localities, it will draw people away?—We should have all the people within 50 or 60 miles to cater for in Manchester.
83963. It was not so much the idea of transferring a local burden to the national exchequer as it was you thought no system of colonisation would be effective unless it was on a uniform scale?—Exactly. We have no desire of shifting the burden on to anybody else's shoulders, but we could not do it alone, we should have to do it for the whole county. Any one city that took it on and did it on a generous scale would be the sufferers thereby, because everyone would flock to them from surrounding neighbourhoods.
83964. As regards your farm colonies or labour colonies, I assume you would try and make them educational, that is to say, to give persons who have fallen down in the social scale a chance of re-habilitating themselves; and then I suppose you could also have a gradation of work, so that those who would not work should be transferred to stiffer jobs, and a more penal régime?—I quite agree if you give a man an opportunity of working under decent conditions and he does not do it he ought to be made to if he is able.
- Casual labour system at Manchester Docks. Uselessness of local schemes to deal with unemployment.

Principles of
labour
colonies.

83965. Of course, your idea might be given effect to if larger areas were made for dealing with this question of unemployment, and a uniform system were established which was applicable to all?—Yes; because in these labour colonies a large number of skilled men could be engaged at their own trade, bricklayers, painters, shoemakers, tailors, carpenters, etc., could be engaged to do the work of the colony.

83966. A certain number could, of course?—A fair number.

83967. I suppose you would not contemplate that the products of the work done there should be sold outside?—For the colony itself, they should.

83968. There is always the difficulty, if you put a certain number in there, that the colony would not consume the products, and that therefore they would have to come on the market?—I only mean absorbing such skilled artisans as were required for a self-contained colony.

83969. There are great difficulties there, because probably the trade the particular man had learned would not adapt him for the particular business, or there might be too many that were there?—The only thing in my opinion is to train them into good agriculturalists, and let them try to get jobs for themselves.

Failure of
distress
committee at
Manchester.

83970. The first persons to profit by any alteration in the system of agriculture would be the agriculturists, the people in the country. What is your idea about the distress committee as it is worked? Do you think it has had a good effect or a bad effect?—I do not think it has had any effect at all either one way or the other. I believe it has been a complete failure.

83971. What are the classes of persons who have come? Is there much difference between them and those who go to the Poor Law?—We have not had any come the last year or so; and a great many of those who did come were employed, many through the funds raised by Sir Thomas Shann and our Corporation itself. For instance, our corporation took men on to do work that we might have left undone for the next ten years. We engaged them in doing that as a means of meeting the distress. The distress committee has only employed a few men; they have had nothing to employ them with; they have had no money.

83972. What has happened to the people who registered themselves?—A lot of people registered, but they never got anything to do.

83973. What has happened to them?—A large number of those are now absorbed on account of better trade, but a good many of them are still starving about.

Manchester
Labour
Bureau.

83974. It has been suggested to us that you might have a universal system of employment exchanges, sometimes called labour bureaux; what is your view about that?—In Manchester we have had no difficulty with the labour bureau. It has certainly been the means of finding some people work. We have been fortunate in so far as we have five labour men on the distress committee, and myself and two others are on the bureau committee, consequently the bureau has been worked fairly to everybody, as far as we know. One or two attempts have been made to get men there in times of dispute, but we have always been able to prevent it.

Value of
national
system of
labour
exchanges

83975. I suppose you would agree it is a great advantage as regards unskilled labour that it should be more mobile?—It would be, if it was properly worked.

83976. We have had some evidence on this point that it would be possible to have a uniform system of these employment exchanges, not merely associated with the class known as the unemployed, but on such a scale that the trade unions and other organised societies would connect themselves with them?—I think they might be made useful, provided that there was good representation of the trades unions of the country on the various bureaux.

83977. The German system, I believe, in certain municipalities is half-and-half, half employers and half employees, and that seems to work very well?—Yes.

83978. Here there are some very difficult questions to get over?—Quite so.

83979. You think it is not impossible that some scheme of that sort might work in England?—I think it might be very useful.

83980. To be useful they would have to be linked up all over the country, it is no use having one or two?—You would have to make them national. *Mr. T. Fox.*
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83981. With that you could associate the passage of people who are in search of work?—Yes, that might be done.

83982. Is there much of that now in Lancashire, I suppose not?—In some trades, yes; in others, no. In the building trade, where trade is constantly shifting, they do do a good deal of travelling; in the metal trade, which is constant and fixed, there is not much of it.

83983. (*Mr. Bentham.*) I do not quite understand your statement in Paragraph 4, where you say: "And other artisans who have been unable to respond to the high state of efficiency called for by employers on account of stress of modern trade competition, helps regularly to swell that ever-growing mass of unskilled workers."—I will give you a case in the textile trade. It is becoming more frequent now that spinners getting into years (I mean mill minders) are very often driven into the unskilled market. If a spinner loses his mules in Lancashire the chances are against his ever getting another pair. He will either have to go as a piecer or become an unskilled labourer.

Labour con-
ditions in
textile
trade.

83984. There has been a large increase of spinning in the Lancashire district of recent years, has there not?—Quite so.

83985. Have not those spinners been in great demand?—They have, but not the kind of spinners I am speaking of, the man whose powers are failing him.

83986. They are well paid?—Yes, fairly well paid as things go.

83987. (*Mr. Lansbury.*) What are the wages?—From 27s. a week to £2.

83988. (*Mr. Bentham.*) They find their own piecers, do not they, usually?—Yes.

83989. And they get paid for the output of the pair?—Yes. Always in these days you have one minder and two piecers. There are two piecers always hoping to become minders, but only 50 per cent. of those can be absorbed unless new factories open up.

83990. Which has been going on to an extent never known in Manchester before?—Yes.

83991. Being a well paid industry, does it not often happen that these people are not only members of trade societies, but, if they are at all provident, are well able to provide for their old age?—Some of them undoubtedly are. Possibilities—
of thrift
among
textile
operatives.

83992. I mean that taking the trade generally and the various facilities for their doing so?—That depends on what family the man has. There are men who have no families at all, and they could do it very easily, but then some men have eight or nine children, and it is very difficult for them with £2 a week.

83993. When they have eight or nine children there are usually a few working; it is not often there are eight or nine children under working age?—For a number of years it is.

83994. When they get into work very often there is a large income coming in it has been known for £10 or £12 a week to go into a family when they are all in work?—I have never found any of them, though I have heard a good deal of it. If a man has nine children, his children will not be able to go full time till they are fourteen, and by the time the children are eighteen or nineteen in Lancashire they are generally looking to get married and having a home of their own. It does not help the man to save anything.

83995. There is a period between the time they begin to work and the time they get married, which is the period in which they add considerably to the family income?—Yes.

83996. In that period there is opportunity for the parents to provide for old age if they are provident?—Yes, but in Lancashire a man in regular constant employment gets a good deal of credit till his children do grow, and then he begins to pay that off after they grow. I have known £40 or £60 worth of credit when the children have begun to work which has to be paid off.

Mr. T. Fox. 83997. I think you will admit that men who are well paid have a better chance of providing for the exigencies of old age than men who are less well paid?—Undoubtedly.

83998. Are mule spinners not well organised?—Very well organised indeed; I dare say better organised than any other section of workers in the kingdom.

83999. Have they any superannuation allowance for their old men at all?—They will have; they have not yet, but they are providing for it now. Of course, a spinner if he gets out of work after thirteen weeks out of work pay has no further claim on his union.

84000. Were you thinking of mule spinners when you made this statement?—They only contribute their quota; there are others.

84001. I do not quite understand your attitude with regard to machinery; you mention that as being a cause of unemployment. Do you mean to say that we should be better off without these increased facilities of production?—No, I do not.

84002. What part of the community do you think gets the most advantage from it?—I could only venture my opinion, and I should say that those who work the machines do not.

84003. You do not think the advantage is equitably distributed?—Not by any means.

84004. By labour saving machines many things are produced much cheaper than they were formerly?—Yes.

84005. Working people generally are the largest consumers, in proportion to their income, of commodities, are they not?—Yes, but even then they only get a very small proportion of what they do produce.

84006. They get the advantage of the cheap articles, do they not?—Yes, but they can produce more than they consume. If a man produces £5 worth and only gets £1 back, then he only consumes to the extent of £1; the other £4 go elsewhere.

84007. There is another side to the production by machinery to which I want to draw attention, and that is by the increased facilities of production through machinery there is opened out other demands for work in other directions?—Yes, quite so.

84008. Not only in providing the machinery, but by the use of the capital which is made by the increased facilities of production?—The increased absorption does not always take the whole of the increased displacement.

84009. Is that because you cannot see its operation so well?—I do not think it is. You can see it in the national effect; the very fact that unemployment is increasing proves it cannot be.

84010. You say it is. I would like you to give us some proof that unemployment is greater now even in your own district than it ever was?—I say our trade has not been so prosperous as it is now, that is generally admitted, but we still have people signing our out-of-work books who cannot get places, able, willing men for whom no places can be found. This can be proved every morning by going to visit the various gates and watching the people apply for employment. That often obtains at cotton mills.

84011. You are speaking of people who are organised, a trade union?—I am not only speaking of those.

84012. You said those who sign books—the others do not?—No.

84013. You are only referring to those who are organised, and you say there are more people now in the organised trades out of employment than formerly?—Comparing the state of trades, yes.

84014. What quantity will there be in the trade you are referring to, that you have in your mind?—I do not know what trade you have in mind?—I could not give you the percentage of trades; I have in mind in Manchester the ones I am more intimately connected with, which is the engineering trade, the moulding trade, and the building trade. The general secretary, who, I believe, is a member of this Commission, Mr. Chandler, himself knows that this last three or four years they have never had so many men on their books as they have now.

84015. The building trade just now is beginning to fall off a little, is it not?—It has not been good for several

years. It has been very bad in Manchester for 1904, 1905, and 1906.

84016. I thought they had been building an enormous number of cotton mills in Lancashire?—Not an enormous number; they have been building some certainly.

84017. It has not been enough to absorb in the mill building trade what was generally employed in the house building trade?—No, it has not.

84018. The engineering trade has fallen off just recently?—Yes, it has fallen off recently.

84019. Would you say that in the engineering trade there is more unemployment now than there was a few years ago?—There are more unemployed now. What I mean is this, the engineering trade even now is better than normal, but under better than normal conditions we have more men unemployed now in those trades than we had previously under similar conditions.

84020. How do you account for that?—The introduction of machinery displacing men. Men used to mind one lathe, but we now have men who have to mind two lathes, and in some cases three lathes. Where we had three men in many instances we now have only one.

84021. Could you put in any figures as to the local trades?—I could get the figures for Manchester. (See Appendix No. XCIX).

84022. (*Chairman.*) Has the introduction of machinery in the building trade diminished the number of hands?—It is the importation of ready-made articles; the importation of window frames and doors. Very few are made in this country, they are brought in from abroad and fixed up.

84023. Has the substitution of steel joists largely affected that trade?—I dare say that has something to do with it. As you know, the large warehouses in Manchester and district are now being put up with a steel frame and concrete round about it, a different method to what we used to have. Probably that has some effect.

84024. That would not affect smaller buildings yet, would it? They do not use it for them, not even in factories?—No, I do not think so.

84025. (*Mr. Bentham.*) With regard to the introduction of girls and women into engineering works, has engineering that been because they could not get men, or has it been to cheapen production?—To cheapen production.

84026. They work for less wages?—Yes, much less wages. A girl is getting 12s. or 14s. a week for exactly the same job that a man used to get £1, or 22s., or 23s. a week for.

84027. Could you give us the particular works?—Westinghouse is one there, and there are several large works now in Manchester whose names I forget, but I could send you on the names.

84028. The Westinghouse works have only recently been established in Manchester?—A few years ago.

84029. Did they start with women?—I could not tell you whether they started with women or not. They had been going some fifteen months or so when I first went through the works, and I was astounded to see the number of women they had working there.

84030. That industry was established in Manchester to supply the English market with machines usually made in America, so on the whole it was a net gain to the Manchester district, was it not?—I could not say that. If they had not been made in Trafford Park they would probably have been made elsewhere in England.

84031. You know that the Westinghouse people made a large number of generating plants for electrical works; such plants had previously been made in America?—Yes.

84032. And the Westinghouse people put up their works in Manchester to make machinery for the work to be done in England?—No doubt that was the idea.

84033. That should have absorbed a large number of the engineers in the district besides drawing from other localities, it was a distinct advantage to the people of the district?—It is quite possible we should have had less employment if they had not been there, there is no doubt about that.

84034. With regard to your suggestion that there should be farm colonies provided by the county, or even colonies.

Increase of machinery and effects thereof.

Increase of unemployment in engineering and building trades.

Increase unemployment in engineering and building trade

Industrial changes affecting building trade.

Women in engineering works.

Object of labour

by the nation, was it your idea that that should be a mere temporary provision?—My idea of a farm colony would be to send a man there to make him into an agriculturalist.

84035. In order to what?—If possible to find him an allotment for himself and family.

84036. That involves a further scheme of settling the man, when you have trained him, on to the land?—Yes, I think it would be a very good idea if you could have 20,000 acres, 10,000 for training the men and the other 10,000 for allotments.

84037. That would be a process for absorbing the surplus population of our large towns?—It would, some of them, and then again it would do another thing, which has its drawbacks. Even in the little farm colony we have had at Manchester it has had to work under exceedingly difficult circumstances. We have got men who were practically half-starved to death and had lost a good deal of their manhood, and the fact of putting them there in regular work, with regular food, has made men of them again, and they are able to get work elsewhere. It has had that effect if no other.

84038. It has improved the men?—Yes.

84039. Would you think a colony of this kind could be at all self-supporting if it was self-contained?—In my opinion, yes, I think it could if it was done on a proper scale.

84040. Would you have women in the colony?—I see no reason why not.

84041. Men and their families?—Yes.

84042. And provision made for the whole families?—Yes.

84043. That would mean really a permanent absorption in the labour colony that would be self-contained?—I do not mean to say you are to keep the men for ever on the farm colony. My idea is that you use the farm colony as a training ground in the first instance, and then you provide him with an allotment if possible, and let him earn a living for himself and family. If you cannot do that, then keep him somewhere where he can get his living from farming.

84044. How would you select the people to be sent to this colony?—That is a very difficult matter. At Manchester we took every person who applied on our list, and then our police inquired into every individual character, but after we had done that we had nowhere to put them.

84045. There are limits even to colonies, are there not?—To such as we were able to do. It would not have been wise for Manchester to provide a colony for all the surrounding districts, at Manchester ratepayers' expense which is what would have happened if we had gone on to increase the colony.

84046. It is necessary you should select the people who would go in for training, because all men are not suitable on account of their physical or moral qualities?—I quite agree they are not; but every man ought to have a chance of earning a decent living if he is willing.

84047. It is no use putting a person to be trained if you know from the start that he is not a suitable man to be trained in that industry?—If you know from the start; I do not see how you can know until you give him a trial.

84048. He may have some physical disability, or he may be mentally weak?—You would have to deal with them in another way.

84049. I do not mean a man capable of being certified, but a man a little bit below par?—You would have to deal with them in another way.

84050. How would you deal with all that class; there must be a big class which must be ruled out to whom it would not be worth while to devote the time, money and attention necessary to train them?—The only way you can deal with them is by spending money on them. I presume you will have to spend money on them. We might ask what would we do with them now at this present moment, they cost a good deal in our own district in Manchester. I find the cost of an adult there, whether he is able-bodied or feeble, is somewhat about 7s. a week, for an adult woman the same, and about 6s. 9d. for a child; so that a man, woman, and two children in the

Manchester district in the workhouse cost 28s. a week, without the advantage they would have of being in wholesome surroundings; they are very costly now. *Mr. T. Fox.* 11 Nov. 1907.

84051. Any system you have to propose will not dispose of that, will it?—I do not know how you are going to deal with these poor people. I think many of them who are feeble in mind, if given healthy occupation, with good food and decent housing would be a good deal better than they are. *Treatment of the inefficient*

84052. Of course, a good many of them, as you know, are moral wrecks, and have been very bad members of society, probably members of their own particular trade union at one time but who would not keep on?—That is very largely due to their environment, and the way they are brought up; I defy anyone in certain parts of Manchester to bring up their children in such a way as to turn them out decent citizens.

84053. I was referring more particularly to the men whom you consider have been decent citizens, but have lapsed and lost their connection with the trade societies; they have lapsed and become degenerate, they leave the society, secede, and go under, as it were. Would you give them exactly the same chance of rehabilitating themselves as the man who is down on his luck, an honest, hard-working man?—You would have to treat him as a human being anyhow. Whether you would give him the same opportunities is a matter you would decide on its merits. You cannot take a case like that and say: This is how we will deal with them; there are things which must be considered. Even with regard to the feeble minded I want to say this in defence of these people. I have lived amongst them, and been brought up amongst them; and they are as they are because of the way society has treated them very largely.

84054. All I want to know is if you see it is difficult to differentiate between them?—I agree.

84055. What might be a good way of dealing with one class of man is not a proper kind of way of dealing with another class of man?—I agree.

84056. So that one cure would not be sufficient to meet with success in dealing with two classes of men?—Even that would not make me say it is impossible to deal with them.

84057. That is not my point, it would require several ways of dealing with the unemployed class?—Yes, you would have to deal with the people, of course, different people in a different way, that is all. The point is that now you have a good deal of degeneracy that never would be if the people had a fair chance of good food, work, and regular wages.

84058. You very often find in a family where all the children have the same opportunities, that some degenerate while others progress; there are very few large families who have not a weak member?—Quite so.

84059. With exactly the same opportunities; has not that often occurred within your memory?—That is so, of course.

84060. Then there must be some allowance made for a lapse, as it were, into degeneracy, which is not due to environment; where they have the same opportunities there is degeneracy?—Those would be very small under normal conditions.

84061. Have you ever tried to calculate them amongst the families of your own friends?—No, I have not.

84062. To take a census?—No, I have not. They would be very small if people were given a fair look-in, I suppose.

84063. Have you ever served as a guardian?—No.

84064. Have you ever had any experience of dealing with distress before joining this distress committee?—I had this experience, that for twenty years I have been living amongst it, and dealing with it one way or the other as a trade union official.

84065. You come across the better class working man in trade union circles?—Yes, but in my case I come in contact with all classes.

84066. With regard to the farm colonies, have you had any experience personally of their management and results?—Only what I have read about the Hollesley Bay Colony and other places. I have had the returns of other places, and they appear to have done fairly well. *Farm colonies.*

Mr. T. Fox. 84067. As to the cost, for instance, what would you be prepared to spend upon it; of course, one must consider that, because, after all, the money has to be provided?—My opinion, though I could not name a figure, would be this, that we ought to have a decent farm colony in every county in England where it is largely populated, for instance in Lancashire we should want a couple, with an outlay of £30,000 or £40,000 on each.

11 Nov. 1907.
Question of
cost of farm
colonies.

84068. And an annual charge in keeping up the places, I suppose?—Yes, I believe after a time they would be self-maintaining.

84069. What is your reason for saying that?—The reason is that the reports given by the other colonies show that if a man is given a fair opportunity of work he can earn as much as he eats.

84070. Is there any real evidence to that effect? What colonies have shown that the men can keep themselves out of what they earn by working on a colony?—The only one I have in my mind is the Hollesley Bay Colony, and it appears to be fairly successful.

84071. What is the data on which you say that?—From the reports they have given.

84072. Is it not the fact that very few indeed have settled; that the men have gone away and not found work; that, indeed, they are very much as they were?

84073. (*Mr. Lansbury.*) Does not that also raise the point that was raised the other day, is not it a fact that Hollesley Bay was not allowed to continue its experiment, and therefore the number that is selected cannot possibly come in as an argument against it.

84074. (*Mr. Loch.*) *Mr. Lansbury* wants to help you and says that the necessary work was not carried out. Do you think you would be prepared to say that anything like the large number of those who go from a city, the unemployed people, would be made able to keep themselves and their families in a colony?—Yes. What I have seen on the little experiment that we tried at Manchester is this, that we took men who had never seen anything of farm work before, and for want of food and for want of housing they were practically only half men, and we put them on there, and in six weeks' time we found that the men were able to work as well as any other men, and, again, our city surveyor reported that out of 700 men we set to making roads, for the first three weeks they were making those roads they did not earn half their wages, but after six weeks' time he reported to us that every man on the job was earning everything that was paid him, so that regular food and regular work do make the men more efficient.

84075. It makes them more efficient physically for a time, as it might well do?—Yes.

84076. What evidence is there either here or elsewhere that the larger number of those people would leave the colony and become self-maintaining afterwards?—I could not give you any proof of that; that has to be tried.

84077. Does it not necessitate rather a different attitude towards this question; you are proposing that it should be taken up by the nation at an enormous expense without having previous experience; you are only able to quote the Hollesley Bay case in support of your statement?—I do not see how we can get more evidence until something is tried.

84078. Would it not be better to make one's experiments without bringing the nation into a huge scheme, the results of which we do not know?—I quite agree with you; if you ask me would it be a wise thing to start large colonies in such crowded counties as Lancashire, we could best prove their value there.

Question of
restrictions,
investigation,
etc., neces-
sary in farm
colony
scheme.

84079. One other point about this: would it not necessitate really the formation of something like a Poor Law system if you had farm colonies self-supporting within the area. You could not, as you yourself said, receive them from all parts?—You would have to put some restrictions on it.

84080. Would you not get something like an unemployed Poor Law system, leaving out the words "Poor Law," with investigation attached to it?—I do not think so. You could still deal with the people who will not work under the Poor Law system.

84081. By committal to a prison colony?—Yes.

84082. But that rather lies outside your immediate proposal, I think?—Yes.

84083. I am taking it that you would in Manchester make a selection of the people?—Yes.

84084. Would you not therefore have practically to have for every county a system of official inquiry, if this is to be of a chronic nature?—I thought myself the first plan would be, if we had colonies, to do just as we have done in Manchester: to enquire into who and what the people were, but if we could catch these people when they first became out of work, instead of allowing them to become deteriorated we should save a good many from misery.

84085. Does it not strike you on your own evidence, and that of others, that a process is going on which almost requires emigration for a certain number of people. You say the women are coming into trade, machinery is more and more coming into trade, and therefore reducing the work of men, and, on the other side, I do not understand you to put forward any statement that the work is increasing so much that the dislocation caused by the other measures can be met. Therefore are you not coming to this, that there will be a large permanent settlement of unemployed people living and having their families and breeding in the place?—That will be so. It is my opinion that that will be the effect of our existing system, and that we ought to try and fit these people for work that requires doing. It is well known we have plenty of idle land in this country, and if we could get the idle men and set them to work on the idle land that would be preferable to emigration. With regard to emigration, our colonies abroad only want the best we have got, and we could do with those at home.

84086. Have you dealt with any emigration cases yourself?—No, we only sent about two men away.

84087. You suggest the class of men who are second class at any rate would get on very well in the colonies, and we should not miss them so much?—The colonies do not want any second class men, they want nothing but the best.

84088. I have had to deal with many such people, and they have got on very well and been accepted. Are not you making a mistake in leaving emigration practically entirely out of your calculation?—I dare say there could be room made, but as I say our colonies will not do with any but the best, and we could do with the best at home.

84089. Are the best those that you are sending to your farm colonies?—The best of those out of work.

84090. Could not they go to emigration colonies instead of home colonies?—That might be so.

84091. You have no experience of that have you?—No, I have had nothing to do with emigration.

84092. (*Mr. Lansbury.*) If you did emigrate, it would be the best of the unemployed, anyhow?—It would be the best; they will not have the others.

84093. And the remainder would be left on our hands?—Certainly, you will always have them; that is what I mean.

84094. Those who are out of work are as a rule the least efficient of the class to which they belong?—I quite agree that they are the least efficient probably of the particular trade they belong to.

84095. And if we emigrate the colonies will only take the best of those who are out of employment?—That is all they will take.

84096. (*Mr. Loch.*) You have no experience of emigration, have you?—None.

84097. You have not known whether a better class, or a second class, or a poorer class go?—I know this—

84098. Would you kindly answer my question?—I know this from trade union statements made; that the colonies will only have the best.

84099. Have you had experience in particular cases that you yourself have sent, or anybody you know has sent?—I have never sent anybody.

84100. Therefore if I can assure you, as I can, that cases of a second class do go and do well, would you say that it was bad that those people should go and do well elsewhere?—I should not, certainly not; the only thing

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I would say is that emigration is no remedy for what we are trying to meet.

84101. I am asking you whether you are right really in having a programme from which you omit emigration altogether, as your programme does?—Because I believe there is room in our own country for all our people.

84102. May I point out that I have shewn you, by your own statements, first of all that women are taking work from the men; secondly, that machinery is reducing the number of men that is required; and, thirdly, on your own statement again, the increase of work here is not sufficient to meet that condition of affairs?—Quite so.

84103. You propose to meet it only in one way, to promote farm colonies?—Yes, and reduced hours.

84104. The point is this: You have, I think, quite clearly stated that on the side of the women there is an invasion, so to speak, of labour, and on the side of the men there is a great increase of machinery; and on the other hand, as I understand you, there is great distress owing to there not being any means of providing that work which is wanted as a result of this. That being so, I suggest that you propose as a remedy, or practically as the chief remedy, the starting of these colonies?—Not the chief; I should shorten the hours of labour, which would absorb a considerable amount.

84105. Would you state any other remedy that you propose?—Yes; there is not the slightest doubt about it, if we had an eight hours day it would absorb a large proportion of the surplus labour that is now walking about doing nothing.

84106. An eight hours day right through?—Yes.

84107. You have evidence you will absorb it? Yes, a lot of it.

84108. What is your evidence?—The evidence is pretty clear that we have men now working seventy and eighty hours a week.

84109. In your own trade?—In many trades. In the dyeing trade we have men who work constantly seventy hours a week.

84110. Is that common?—Quite common.

84111. In all trades?—Many trades.

84112. What trade besides the dyeing?—Take railways, for instance; it is quite common knowledge that the men there work from sixty to eighty hours a week.

84113. What sort of work? Is not that very simple work?—Simple or not, it takes up time, and would absorb other men if they worked less hours. *Mr. T. Fox.*
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84114. So what one man could do easily two men could be put to do if it is simple work?—You would not get two men in for every one.

84115. You would have to make accommodation which would be equivalent to the introduction of another man, or there would be no change?—If we could turn eighty into forty-eight hours we should absorb a greater number of men.

84116. Have you seen that in any trade?—In Mather & Platt's works in Manchester they have the eight hours' day.

84117. That is a special engineering business?—Yes.

84118. Could you give other instances?—Not that have an eight hours' day, except one or two in the printing trade.

84119. Would you ask of the Government, as approaching one large remedy, for the establishment of these large farm colonies?—I would, as one remedy. *Farm colonies, and question of possibility of men getting a livelihood from the land.*

84120. You have admitted, I think, that the farm colonies at any rate are problematical and experimental movements?—Of course, they are; still there is a good deal of evidence that if a person is given an opportunity on the land he can earn his own living.

84121. I do not know where the evidence is; possibly you would refer me to it?—There are several books published giving the evidence.

84122. Would you refer me to the books?—I might have brought one or two if I had thought it necessary.

84123. I am afraid my conclusion will be, unless the evidence can be put very much more as a matter of fact, that one can hardly deduce the conclusions which you do; might I suggest, therefore, in those circumstances, it is still worth while having in your programme emigration, because you are proposing to deal in an experimental method with a large number of men, which, as I understand it, you cannot provide for in any other way?—I would suggest that we try the farm colony system first. If we cannot manage it then we might try emigration; but in my opinion I say that farm colonies properly handled would meet the situation for some considerable time to come.

ONE HUNDRED AND THIRTY-SECOND DAY.

Tuesday, 12th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.

Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Miss OCTAVIA HILL.
The Right Rev. The LORD BISHOP of ROSS.
Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. James Sexton.

Mr. JAMES SEXTON, called; and Examined.

12 Nov. 1907.

84124. (*Chairman.*) You are General Secretary of the National Union of Dock Labourers in Great Britain and Ireland?—I am.

84125. You have been good enough to send us a Statement on the subject of dock labour, particularly in connection with the dockers question in Liverpool, and we will take that as your evidence-in-chief, if you will

kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

I. Mr. Chas. Booth, Jnr.'s Scheme.

1. This scheme, framed no doubt in the best possible spirit, will, in my opinion, intensify the unemployed vile rather than diminish it, for the following reasons:

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(a) It will keep the A.B.C. classes continually hanging around (as it does now in London) dependent upon the small amount of work doled out to them in the hope of being shifted up into a higher class.

(b) The men crushed out by the classification system will simply drift to other trades than the docks and compete with the labourers in that trade, such as the building trade, etc.

(c) The preference class or permanent gangs as with the London Dock Companies which are shifted about to follow the work would be no use to a stevedore with an all round cargo or to different employers loading to different ports. It is a notorious fact that even in London the system is not adopted much outside the London Dock Company's employ.

II Possibilities of Trade Unionism for Casual Labour.

Possibilities
of trade
unionism for
casual
labour.

2. The only effect trade unionism can have upon the casual labour question is to so regulate hours of labour and conditions to cover as many men as possible with due consideration for fairly efficient work being done.

3. By arrangement between employer and workmen for the discouragement of excessive overtime.

III. Extent of Unemployment in Liverpool.

Number of
men at
Liverpool
Docks.

4. This is difficult to estimate, but on the closest investigation I have arrived at the conclusion that the following analysis may be safely taken :—

Men required at the busiest day or time at the docks 15,000.

Men applying for work on the busiest day 26,000.

Wages of
dockers.

5. Wages earned covering the whole.

25 per cent., 30s. per week.

25 per cent., 15s. per week.

25 per cent., 7s. 6d. per week.

25 per cent., 3s. per week.

IV. Working of the Unemployed Act.

Effect of
Unemployed
Workmen
Act.

6. This has not affected the unemployed problem to any appreciable extent and in its present state cannot materially relieve the position.

V. Causes of Unemployment.

Causes of
unemploy-
ment.

7. Primarily land monopoly; secondarily, improved methods of production throwing men out of employment.

VI. Effects of Unemployment.

Efforts of
unemploy-
ment.

8. Poverty and demoralisation generally.

VII. Remedies for Unemployment.

Remedies
for unem-
ment.

9. Primarily, compulsory use of idle land in order to find employment for men willing to work; secondarily, discouragement of excessive overtime and better regulation of industries to this end.

VIII. Casual Wards.

Reform of
casual ward
system.

10. The abolition of labour tests to give workmen on tramp looking for work an opportunity of seeking work in the early morning with if possible a register kept at each workhouse of work that may be found, if any, in the immediate neighbourhood or even further on.

84126. (Chairman.) You are opposed to Mr. Booth's scheme, I understand?—I am.

84127. Have you looked at all into the system that is in force in London?—I have.

84128. What do you think of that?—I do not think it would act at all.

84129. Not in Liverpool?—Not anywhere. It is not acting in London, not in the sense of relieving the position at all.

84130. What it has done is, it has put A and B in a better class and C in a worse class?—Yes; and it has crushed out a large number of men altogether; it has intensified the difficulty as far as London is concerned. I will give you my reasons if you like?

84131. Do, please?—In the first place there is the preference class which comes first, that is the men who are shifted about from one dock to another, and who get all the work that is going, or as much of the work as is going for a certain number of men. Then comes the A class, the B class and the C class, and the class crushed out that is always hanging about looking for an odd half-day with the object of getting shifted up into the C class, and from there to the B, and from there to the A. That has

regulated the workmen in some respect as far as the dock companies are concerned, but it has crushed out the men who heretofore used to get an odd half-day or a day, and it keeps them hanging about the dock gates in the hope of getting that day or half-day, and intensifies the difficulty so far as the unemployed are concerned; or when he finds that he cannot get anything he drifts simply into the other trades, such as the building trade, and is competing there with a man who is in there, and thus intensifies the difficulty all round.

84132. The problem is so difficult, and one as to which it is almost impossible to frame or think of any scheme that is not open to serious objections, but in practice is there not really an A and a B class under the Liverpool system?—No, there is not. Difficulties of de-casualisation at docks.

84133. Certain of the big firms have a list of men; and they take those who are first on their list, as a rule?—That is only as regards one firm.

84134. The White Star?—No, the Cunard.

84135. The White Star do, too?—They have what they call constant number men, but they do not call them in from the gate like the Cunard do, they simply call out from 1 to 100.

84136. It seems to me our object should be to try and check the C class, or those representatives of the C class from coming in; if you could eliminate the C class then the problem becomes a much simpler one?—Where would they go to?

84137. I admit there is a difficulty; but the C class, or a good many of them, are those who were in the A class or B class originally and have drifted down?—Not always.

84138. They are older men as a rule?—As a matter of fact they come from the agricultural districts.

84139. The C class?—Yes.

84140. But surely in dockers' work is not age a great consideration; the younger and the stronger the man the more likely he is to get work?—That applies every where, not only at the docks.

84141. But it particularly applies to cases where not much skill is required?—But there is. There is a mistake there; the docker has got to be a semi-skilled man or he has no chance at all.

84142. I appreciate the difficulties you have mentioned, but it seems to me that the present system is one which I can understand certain employers who are selfish wishing to support, because it always gives them more men than they want; they have always the command?—That is it.

84143. But it does seem to me to be a very bad system? It is a bad system. Evil of casual labour system at docks.

84144. Bad for the men and bad for the community?—It is bad for everybody.

84145. And the moral effect is almost worse than the mental effect of that loafing about?—It is absolutely demoralising; but I do not see how you are going to create a permanent class at the docks. For instance, no two ships are built alike, no two hatches are built alike. When one hatch is out the men there have to go, and the other men are still working. Hatches are large and smaller.

84146. Your views go rather in the direction of the scheme under Section 2 of your Statement?—That is so. Might I mention here that the scheme suggested by Mr. Charles Booth, junior, has been considerably modified. I have had a talk with him myself, and his object now is not to create so much the A, B, and C class as to create as far as he can a permanent staff of men at so much per week, leaving out the B. and C. classes altogether. Modification of Mr. Pooth's scheme.

84147. Would you be in favour of that?—I should certainly be in favour of some system whereby the good workmen would have a chance of earning a fair week's wages. The difficulty we meet there is that there is a comradeship existing among the dock labourers; and the labourer feels that it is not fair to crush out the man who is getting three or four days a week, and he objects to it. The men themselves object to the creation of a permanent class. Then, again, with respect to London, none of the big Companies in London will adopt the scheme. Difficulties in way of regularisation of labour at docks.

Objections
to Mr.
Charles
Booth's
scheme.

84148. Of A B, and C classes?—No. It is only the dock companies who adopt it. The big companies going to the Cape, and so on, will not adopt it at all, they prefer the casual system.

84149. I suppose that there are certain numbers of the dockers who like this particular feature of the present system, namely, that they can break their employment and yet not lose it?—That is so; that is ingrained in them, I am afraid.

84150. I cannot say that is altogether an evil, that follows the development of a vicious system by which men prefer to work for a very, very long stretch and be off two or three days?—We have altered that now.

84151. You have got it down to twenty-four hours?—Yes.

84152. Should you say that the number of men applying at the docks fluctuated very much according to trade, or is it a pretty constant number?—I think at present it is stationary.

84153. I suppose in Liverpool it is the great source of employing the unskilled labour, therefore there would not be much fluctuation as regards Liverpool; but when trade is bad in Lancashire do they flock in from other parts?—Not to any great extent; not so much as sometimes happens at Liverpool having regard to the disorganised condition of the employment at the docks. If I am not wearying you I will give you an instance of what I mean. There is a big dock north, south, east, and west, and from the west side to the east is, I should say, twenty minutes' walk in some cases. The man at the west side may perhaps want 500 or 600 men, and he may only have 300 to draw upon because the men when they go to work at seven o'clock (they sleep as long as they can), except those who are following a particular firm, make for the first point where a stand is being held to secure employment. The result is that the man at the east side of the dock only wants 100 men and might have 1,000, while the man at the west may want 500 but has only got 200. All the stands are held at one time, and the man who is disappointed at seven o'clock, not knowing that the man at the west wants men, walks home again; the result is that the employer is looking for men and the men are looking for an employer.

84154. I suppose the men after a bit intuitively know, or know from practice, that on certain days there will be more employment in certain places than others?—Those who follow the firms. The class which we might now for convenience say form the C class, that is the flotsam and jetsam, do not know the ropes as well as an old stager does, therefore they are drifting about taking up here a half-day and there a half-day.

84155. It seems to me that the more casual the labour is the more necessary it is for the men to be always on the spot. Is that not so?—Yes.

84156. What effect has that upon the slums in the neighbourhood?—Terrible.

84157. It gives them a fictitious value, does it not?—Yes, it has a terrible effect.

84158. From the necessity of the man being near to his work the houses that are nearest to the dock get an artificial value?—They do undoubtedly.

84159. You have no doubt about that, have you?—Not the slightest doubt. As a matter of fact I am a member of the Liverpool Corporation, and our one difficulty in the housing question is to get these men to go further out, because they want to be near their employment; and as they demolish the slums they move into other single houses and make tenements of them from the cellar to the roof, and they create more slums where slums have been abolished.

84160. I suppose one may lay this down, speaking generally, that the more regular a man's employment is the further off he can afford to live?—That is so.

84161. Let us first take the period of engagement. It is half-a-day now, is it not?—Half-a-day is the minimum.

84162. Would you like to increase the minimum?—I should. I should like to make it a day, at the very least.

84163. There would be difficulty about that, I suppose?—There would be great opposition.

84164. There is not always a day's work?—No.

84165. Could not some regulation be made by which the engagement should be for a day, assuming there was a day's work?—Generally speaking it would certainly justify a day; but there are certain jobs, such as bulk grain, where they perhaps put a machine in which will pump it out in no time; those men, of course, might be dispensed with at dinner time.

84166. This system of short employment applies not only to dockers but to the whole system of trades?—Yes.

84167. What could regulation do? One of the difficulties, I think, as you pointed out, is that the men all arrive at the stands much at the same time?—Yes.

84168. What could you do to meet that?—I have suggested a central stand for each dock where all the employers who want men should assemble, and the men should assemble, and then there would never be an artificial shortage; it is only artificial owing to the want of organisation; and we should agree to give the employers a quarter of an hour more than we are giving them now in order to enable the man at the west side to take his men across and start at the statutory time, seven o'clock.

84169. Do you mean that there should be one central, not sort of exchange, but a central stand?—One central rendezvous.

84170. For all the men?—Yes, at each dock.

84171. How many docks are there?—There are seven or eight miles of docks.

84172. You would have to have one stand on the Birkenhead side?—We want more than one stand on the Birkenhead side, we should want at least four.

84173. Anyhow, you think that by arrangement or agreement this particular difficulty could be largely mitigated?—It could be minimised.

84174. The other suggestion that I think is implied, if not made, in your proposal is that there should be a limit of overtime, on the hours of overtime?—Yes.

84175. What would you make it?—I should certainly go in for a day and a half a night.

84176. That would be what?—That would be fifteen hours.

84177. In place of the twenty-four?—Yes. It would be difficult to get our men to adopt that, but I think we ought to make a start.

84178. What is the advantage of this overtime to the employer, is it more economical?—It is and it is not. First of all, the reason of it is that he likes to keep his handymen with him as long as he can, particularly at finishing a ship, because you will understand a very great responsibility rests upon the men who are what we call chocking off a hatch, that is, finishing a ship for sea. There are skilled men on the quay knowing the particular packages that have to go down, and knowing where to put them. If the ship goes to sea and anything gets loose it is a very great responsibility; therefore the men who are finishing the hatch are generally kept, even if it is thirty-six hours, because some of them are kept in order to finish that hatch and chock it off; if they were relieved, and the men who came afterwards had not the run of the chocking off tier, they might be responsible for some of the cargo shifting; that is the great difficulty.

84179. Is there much difference between the work of loading and unloading a vessel?—Yes.

84180. I suppose unloading is nothing much?—No, except for one or two men.

84181. The other is skilled work?—Yes.

84182. Do the stevedores alone superintend that skilled work?—There are two men below out of eight, one has charge of the port side and one of the starboard side. Those two are responsible for every tier, and that that tier is chocked off securely, so that when the ship rolls nothing should give way. There are two men out of eight in each gang that will get 7s. a day, 2s. a day more than the ordinary men.

84183. It seems to me some compromise might be arrived at by which the more trained men could be kept on?—I think there is no difficulty in having a certain number of skilled stevedores who know each particular hatch, and who could relieve the other men; but the

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Alteration in
system of
stands at
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Why over-
time is
favoured.

Difference
between
loading and
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work.

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Lack of
accommoda-
tion for men
waiting.

Evils of the
dock system.

Surplus of
men at
Liverpool
Docks.

Effects of
under-
employment
at docks on
home
conditions.

Effect of
lack of
organisation
in attracting
men to
docks.

difficulty is, under the present system, in getting a skilled man to take up the running where the other man leaves it off, but that could be arranged, I have no doubt. I think a day and a half a night, particularly considering the dangerous nature of the employment, is quite sufficient for any man to work. There is another system they have of ordering men out at midnight on Sunday simply because it saves overtime. The men must not work on Sunday unless they get double pay, and the result of that is that it has been responsible for more deaths than anything, because you know our chaps are not angels, they knock off on Saturday and they attend the public house rather than church on Sunday, I am afraid, some of them.

84184. The accommodation for the men waiting is rather indifferent, is it not?—There is no accommodation at all.

84185. Do you think something could be done in that direction?—I do not think it would affect the situation a bit.

84186. I suppose they have made their plans; and there are certain places they stop at and get their food, and so on?—Yes.

84187. The two suggestions you make would deal first with the men, and having some means by which you would distribute the labour more evenly; and, secondly, you would limit it by making them work less time?—You would keep more men coming in from the city.

84188. One of the difficulties of this particular industrial problem seem to me that if you improve the condition of the docker you attract more people to it?—I am afraid you do.

84189. Of course, as you point out, there is a liberty about it which is very attractive to a very great many people?—Of course, there is an artificial wage of 5s. a day, which attracts the agricultural labourer who gets 16s. to 18s. a week; he thinks he is coming to an El Dorado and will make his fortune; but he only gets about 10s. a week.

84190. Taking the number in employ, you estimate that at about 26,000?—I do, "applying for employment," only out of that there are not more than 16,000 engaged in the business during the year.

84191. You have put 15,000 in your Statement?—I will be generous and say 16,000.

84192. So that there is a surplus of about 10,000?—Yes.

84193. Would any proportion of that surplus get no employment?—They all get a bit; it is pretty well divided in this average.

84194. Of course, with 3s. a week there must be some other resources; no man could live on 3s?—I am afraid there is not.

84195. Does the family help?—The wife goes out charring, of course; the children (and that is where the leakage occurs) are out on the streets selling matches, and drifting to the reformatories and industrial schools.

84196. Do the dockers save much?—No, how can they.

84197. Not as compared with others in porportion to their wages?—No; the rent is high, and the cost of living is dear.

84198. And the uncertainty of employment does not promote thrift, but rather the contrary?—That is so.

84199. Do any of them ever raise themselves in the social scale?—A small proportion, but very small.

84200. I suppose you would say much smaller than in most cases?—Yes; as a matter of fact it is the last resource of the, shall I call it, weary and the tired, and the man who cannot get employment anywhere else; it is the dumping ground.

84201. It has been suggested to us that if there was a system of employment exchanges they might be useful, if they were all over the country, in explaining to persons that although a man might get 5s. a day in Liverpool there were a good many counteracting disadvantages to that possible 5s.; and people would get discouraged, and anyhow they would have the true facts put before them?—The employers are not free from blame in that respect. For instance, owing to the system that I have explained, if the employer finds on a Monday morning

(and we have Saint Monday at the docks as well as we have it anywhere else) he cannot get men, he at once rushes into the press: "Men wanted in Liverpool"; and that goes all over the country, when there are no men really wanted; it is simply the want of organisation. Men come in from the country; they get a job at this firm for a day or two; but when their own men come back again, the men that failed them, these men are shunted on to the streets, and they remain in Liverpool; whereas if the system I suggest were adopted, it would at least minimise the chances of these men coming in from the country.

84202. What system would that be?—The one stand one dock.

84203. It was suggested to us yesterday that it might be possible to put all the docks under one administration, and that on that administration there might be a certain number of employers and a certain number of employees. What do you think of that?—I think that is a very good idea.

84204. And that then they would be disposed to make arrangements that would be mutually advantageous?—I have no doubt they would.

84205. You mean the interests are not so far antagonistic that you think they would not co-operate?—You have to deal with the middleman: there is the stevedore and contractor. His existence depends on getting contracts from the shipowners; he would oppose that, in my opinion.

84206. Does the stevedore contract to do a job for so much?—So much per ton for a ship.

84207. And he pays what he likes?—He pays the trade union rate of wage where we can make him pay it.

84208. Now as to the foreman; they, I suppose, like to have the power of selecting their men?—Yes.

84209. Would there be any difficulty about them, do you think?—No, they generally pick the best men.

84210. I suppose the Workmen's Compensation Act has not affected you much, has it?—It has, I am afraid.

84211. With the older men?—I thought at one time that it did not, but I have changed my opinion. It affects us to this extent: that the insurance companies are now stipulating that the employer who insures shall pay more for a man of a certain age than he would pay for a younger one. I have been told of instances of men who have served a lifetime in a certain firm, and because they were over a certain age, and were not so spry as they used to be, they could not get work any more; but that always applied, a younger man always had a better chance than an older one.

84212. We are told there are more accidents amongst the younger men than the older, and that is, I suppose, because they are more rash?—I do not think that can be borne out.

84213. I suppose there are a good many accidents?—Yes; more, comparatively speaking, than in any other trade in the country.

84214. Not fatal accidents?—Yes, fatal and otherwise.

84215. The crushing of fingers, and things of that kind?—There are a good many fatal accidents, falling down a ship's hold, and so on.

84216. (Mr. Lansbury.) Would it be possible to get a return of the accidents at Liverpool?—You cannot get a full return. I regret to say that all the accidents are not reported, although there is a compulsory law to bring it about.

84217. (Mr. Gardiner.) I suppose practically all the serious accidents go to the hospitals?—Yes, they do.

84218. You could get returns from them?—Not always, I am afraid.

84219. (Chairman.) There would be a number of minor accidents, I suppose?—Yes. There is no obligation on the hospitals to give a return.

84220. (Mr. Gardiner.) They keep an admission book?—But that does not always go to the Home Office.

84221. (Chairman.) Is there any hospital attached to the docks?—There is the Northern Hospital, Stanley the Hospital, and Southern Hospital; they are all voluntary institutions.

Question
putting a
the docks
under an
authority

Effect of
Workmen
Compensa-
tion Act
on dock
labourers.

Accident
among
dockers.

Question of
facilities
for bona fide
workmen
in search
of work.

84222. In your last paragraph as regards casual wards you suggest that workmen *bona fide* looking out for work should have special opportunities afforded them?—I do.

84223. It was suggested to us, assuming you had anything like a system of employment exchanges over the country, it would then be possible through their agency to give a man a pass which would secure for him lodging and food without his having to go to the casual ward?—I would suggest the adoption of the German system which works admirably.

84224. One of the difficulties of adopting the German system, or German ideas, is that people are so much more registered there than here?—I do not think there is any objection to that.

84225. You think they would not mind?—I am sure they would not.

84226. That would simplify matters very much?—The men who are out of work are registering now under our distress committees all over the country.

84227. The register goes a long way back, and goes over a good many years of the man's life; I mean registration in the sense that he should have a parchment?—There might be a sentimental objection to it at the commencement, but I think it could be overcome.

84228. You would be disposed to face that if it were beneficial?—For the men out of work, certainly.

84229. But the man in work would have to have the record of his work, because he would produce that when out of work?—I do not think you would get the *bona fide* workman in work to register.

84230. There is an inherent objection to it?—Yes.

84231. (*Bishop of Ross.*) You said that one of the difficulties in Liverpool arises from the influx of agricultural labourers from the country?—Yes.

84232. You pointed out that that often occurs in reply to advertisements put in the papers?—Yes.

84233. In an earlier part of your evidence I think you regretted that those men could not get a half day's work?—They may get a half a day.

84234. In discussing Mr. Booth's scheme you pointed out that his Class C would be able to get no work at all; and that there were a number of men who now got a half day's work, and those men would be completely stranded?—They would. That is true.

84235. Might it not be a good thing to strand those men?—Where would you send them? Where is the outlet for them?

84236. The stranding of those men in Liverpool might have an effect on keeping those agricultural labourers at home?—But supposing it did?

84237. Perhaps the Brownlow Hill workhouses?—I think it answers for a lot of them already.

84238. So it appears. Anything that would help to keep the agricultural labourers in the country would be useful?—But it would not affect the present position, the men are there already.

84239. There are two sets we have to consider, the men who are already there, and the source of the men who are coming in. Would it be more important to deal with the source or to deal with the men who are the surplus in Liverpool?—I should say that the source now is not of so much account because on the spot there are considerably more men looking for work than there is work for. If you adopt the A, B, and C classes you are going to crush out at least 25 per cent. of the men who are getting something per week; you are going to send them to other industries and congest the conditions there. There is no other outlet for them except the workhouse.

84240. You have had in Liverpool for a considerable time the dock market overstocked, have you not?—Yes.

84241. In spite of that over-stocking the agricultural labourers continue to flock in from England, Scotland, and I regret to say from Ireland also?—Not so much now as they used to do.

84242. As long as the over-stocking continues things will get worse from day to day?—Yes; but may I point out what happens, particularly in this place, where they have adopted something like Mr. Charles Booth's scheme.

A man from Cornwall gets to be a foreman and sends for his Townies (I regret to say it used to exist when I worked at the docks, and to some extent it exists now)—there is the system of the gombeen man. Mr. James
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84243. Perhaps you will explain that word?—He is a usurer of the most despicable type. He gets to be a foreman. He may come from Cornwall or Wales, some of them do, and he abuses his position by giving preference to men who will borrow money from him whether they want it or not; and the man who borrows the most money gets the most work. The "gom-
been" man.

84244. What is the rate of interest charged?—The rate of interest is 3d. per ls. per week.

84245. So the money doubles itself in four weeks?—Yes; and if he has got A, B, and C, he finds some fault with the man who will not borrow money and introduces one of his own townies on to the job who will borrow it. Now that applies in London as well as elsewhere even under this scheme of the A, B, and C, classes. I did not care about going into that; but as a matter of fact it exists to a certain extent even now, not so badly as it did, because our unions have inflicted a very heavy penalty upon any one of our members who are found trucking with these men at all.

84246. Those men will bring themselves under the Moneylenders' Act for charging unconscionable interest, I should think?—The difficulty is to touch them; and the fellows are afraid to tell because they keep their paid bullies; they pay them so much a week to hunt these fellows up who are in arrears.

84247. You desire very much that the period of employment should be at least a whole day instead of half a day?—Yes, I do. Lengthening
of period
of engage-
ment.

84248. I suppose if the period could be extended it would be much better?—Yes.

84249. If it were possible to extend it?—I would prefer that when men are retaken on, say for a hatch (some hatches last three days) their work should be divided in day shifts and, if necessary, night shifts, between two sets of men until that hatch was finished, whereas now the men are perhaps put on in the morning, and there are some men who have been out the previous night. They go home at six o'clock, they get up at eleven; and because they are in the habit of following this particular ship the men who are taken on in the morning to do the donkey work, as we will call it, just for a convenience, are put off at twelve o'clock, and the men who have been out the day before and the whole night come back at dinner time and get on again, whereas the men who were only put on for convenience are put off at dinner time. That is a very bad and dangerous system. I have known boys (we have prohibited that through the Home Office by special regulations now; no boy under sixteen is allowed to work on the dock or take charge of a winch) to work as long as forty hours without a rest. Dangers of
excessive
hours of
work.

84250. Of course, they were quite stupefied by the end of the day, and in danger of accidents?—They have many times killed men to my own knowledge.

84251. The regularising of work, as you suggest, would improve the morality of the men, I expect?—It would. Advantages
of regularisa-
tion of dock
work.

84252. Because it would gradually get them into a system of regular work instead of the system they wish to follow at the present time of working for a good long spell and being idle for three or four days?—Yes; it would give them the opportunity which I would like to see them get, particularly the young men, of attending the continuation classes in our schools; but if the regularising of the work—if I may mention this, because it is a most important point—carries with it a reduction in the present wage, then it is absolutely hopeless.

84253. It would hardly carry with it a reduction in the weekly earnings because the weekly earnings are very low?—There is a large number of men, say 25 per cent. of them (and that is a very big number) who are in receipt of 30s. a week all the year round. If you put a standard rate, as it is fixed by Mr. Charles Booth's scheme, and as adopted by the London companies, of a maximum of 24s. these 25 per cent. would lose 6s. a week. Difficulties
of regularisa-
tion.

84254. They would undoubtedly oppose such a movement?—They would not have it; and they are the cream of the men.

Mr. James Sexton. 84255. You suggest having a number of stevedores who would relieve one another in batches. Could you manage to provide for that superior class on these special occupations?—All you could do would be to put them on a higher rate than the other men, and that would cause jealousy right away, because every third man in the docks is a skilled man, particularly at loading, and you would still have an enormous number of men who would be losing 6s. a week.

84256. About the second class, the 25 per cent. earning 15s. a week, under the new arrangement what wage would they be likely to earn under Mr. Booth's arrangement?—I do not think they would get it at all; they would be the casual man. They would not get into the A class at all.

84257. You would regard anything that could bring those dockers into the frame of mind of the ordinary working man of the country, namely, to be prepared to work day after day for a reasonable number of hours, as an improvement?—If it could be brought about without a reduction of wages. That is the danger.

The stands. 84258. You suggest there should be one stand for each dock?—Yes.

84259. About how many stands would that be for the whole of Liverpool?—I should say it would be about a couple of hundred.

84260. So the men would not have any great distance to go from their stand to their work?—No.

84261. And the employers would not have a long distance to go in order to employ them?—The employers oppose a central stand now because they say it interferes with their business; they say if all the men are together we cannot pick out the handy men we want, but that is not true, because, although the stands may be parallel, the men who follow a certain firm can stand in a certain place, and if they were not hired there all they would have to do would be to shift up a few yards to another stand.

84262. And the employer would see those who had remained unengaged?—Yes. The employers say very often: "There are many times when we do not know until we go down to the docks how many men we want, because we have not got the manifest," but surely that is a matter of organisation and a detail that could be overcome.

Suggestion of port authority employing all men at docks, and probable objection of employers. 84263. I presume if the employers oppose such a modified scheme as you suggest that for a still stronger reason they would oppose the system mentioned about having the port authority employ all the men?—I am afraid they would. We should not object; we do not care who employs us.

84264. I presume there would be, from the employers' point of view, a much stronger objection?—Yes, I think they would not allow you to interfere with their business. As a matter of fact we have made an attempt through our Distress Committee to create a federation between the employers and the employees, and the employers have opposed it because they resent any municipal interference with their business.

Housing of dockers in Liverpool. 84265. You have discussed to some extent the housing question of those men? What is the rent for a single room in the neighbourhood of the docks?—Under our municipal housing régime they can get a single room in a municipal dwelling in some cases for 2s. 6d., and in other cases for 3s. 6d.

84266. Do these rents fully repay the municipality for the expenditure on the houses?—Yes, they are paying their way; there is no loss.

84267. The municipality has incurred no loss by the building?—No.

84268. I suppose the clearing of the sites was very expensive?—Very expensive, owing to the price of the land.

84269. Quite as expensive as the building, I suppose?—More so, considerably more, and then there were the legal charges on top of that again.

84270. (*Professor Smart.*) Do you remember what the price of the land was?—I cannot give it to you now from memory, but I know that in some cases in Liverpool the land runs up to as much as £1 per square inch.

84271. (*Miss Hill.*) Not the land that has been used for building workmen's dwellings; you mean a central dockers situation where you would put a town hall, for instance?—I mean round the exchange.

84272. What would be the price of the ground where the workmen's dwellings are built?—I would not like to give a statement about that now, but I could get it, and I think it is a very very important factor in the whole thing. I can give you an instance of one case where we had a piece of spare land. The slums were abolished, but in order to put the people on the same land we wanted a spare piece of land which was next to it, from which the people had also been driven, but round which the owner had put a fence. Therefore we applied to him for this plot of land to put the same number of people on the two plots, but the price he demanded for it was so exorbitant and so costly that when we got it it would not pay to put workmen's dwellings on it and we had to sell it back to a private owner to build warehouses on it.

84273. (*Bishop of Ross.*) Can you tell us the rent charged in these slums by private owners?—The private owner lets the house to one person and he farms out the rooms.

84274. Does he farm them out furnished or unfurnished?—Unfurnished.

84275. What rents does he charge usually?—From 1s. 6d. to 2s. 6d.

84276. They are a worse class of houses?—Shocking—beastly.

84277. I suppose these rooms are occupied by whole families?—Yes, in the one apartment.

84278. Does it ever happen that the family will take in a lodger even in a single room?—It does. I have known one case where they spread a piece of old bagging on a line in a room and they put the lodger behind the bagging, and the family slept the other side.

84279. That is with a husband, wife, and children?—Yes.

84280. Does it ever happen that they farm out their own bed—that is, that the bed used by the family at night would be let to a single man dockers, who worked at night, to sleep in in the daytime?—Yes, the beds are never cold; that is a common occurrence.

84281. And the wife and children are about the room while the strange man is sleeping there in the bed?—That is so exactly.

84282. Is that a rare occurrence?—I do not think it occurs very often, but I know it occurs. The common lodging-houses in Liverpool, although they are under supervision, are even sometimes as bad as the ordinary tenements.

84283. So that you think the agricultural labourer would be quite as physically comfortable even in Connemara?—He would be better off. I tell you candidly I have been on tramp myself, and I would sooner sleep in a ditch than in one of those places.

84284. (*Mr. Russell Wakefield.*) You abbreviate a good deal, as it seems to me, in Paragraphs 4, 5, 6 and 7 of your Statement. For instance, with regard to the causes of unemployment, you do not consider what you state in Paragraph 7 as exhaustive, do you?—No, that is a very big question.

84285. All I meant was that you have partly answered it, but not completely. You consider there are very many other causes of unemployment besides those two you put down there?—That is so.

84286. Would you say that the employment of children and growing lads for men's work is a rather important factor?—Yes, and the employment of women too, and the improved methods of production.

84287. By means of machinery and so on?—Yes, it is intensifying the unemployed problem every day. It is no argument to say that where a new industry is created for making machinery that it equalises those it displaces; it is nothing of the kind.

84288. Do you say that one of the causes of the unemployment of individuals of the present day is that people having been so long out of work, or irregularly employed, or under-employed, have lost a certain amount of spirit and grip in seeking employment?—They have

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got callous, they have got chronic; for instance, our present Poor Law system, to my mind, is a chronic tramp-manufacturing industry. The man is out of work (I will give you my own tramp experience); he is in no union; he has no out-of-work pay and he is tramping; he leaves Liverpool, perhaps, to get to London. Now the law says if he sleeps in a ditch he is a vagabond; if he gets over a hedge he is a trespasser; and if he pulls a turnip to satisfy the pangs of hunger he is a thief; therefore he has got to break the law or keep on perpetually tramping or go into a casual ward. I have been on tramp out of work; I have been into a casual ward, and in return for this hospitality (to put it on as high a level as possible) I have had to do a test task in the morning which kept me there until it was too late to look for a job elsewhere. I have had to repeat that process for a month on tramp until, to get out of the horrible business, I simply stowed away in a ship to get out of the country altogether. All men have not perhaps, shall I say, the strength of mind to do that kind of thing; therefore they keep on tramping and tramping, they become disheartened and callous and develop into chronic tramps who are called the unemployable. But what makes them so?

84289. They become so, in your judgment, because of the social conditions?—Yes.

84290. In regard to this question of the casual ward, I see that in Paragraph 10 you say that if there was an abolition of the labour test you think practically that the respectable workmen would be more likely to make use of the casual ward?—I do indeed; that is what keeps them out of it.

84291. It is the labour test, because it involves their being unable to go and look for work, which they object to?—That is so. If a man misses his chance in the morning he has no chance at any other time.

84292. You would like a register kept at each workhouse of the work which may be found in the immediate neighbourhood?—I would not care whether it was the workhouse or some other place.

84293. The difficulty I see about that is this, would it not make the people in the locality sometimes lose the work which was there by the preference of people who were tramping round the country?—That would only perhaps occur where there was either a genuine shortage of labour or where an employer wanted to replace men who were out on dispute with him; under those circumstances the register should not be used.

84294. The shortage of labour is practically continuous, is it not; there is always a shortage, is there not, of work for the people?—No.

84295. You would not say so in the country districts?—In the country districts there is, particularly in the harvest time, because the men are attracted to the towns.

84296. Of course we hear a great deal about the fact that there is work in the country for the people. Would your experience be this, that the work in the country is merely for a few weeks in the year, but not for a continuous period?—In the winter time, of course, they drift away again, there is nothing for them to do. That is a land question again. Perhaps I could go into that too, but you gentlemen perhaps would not like me to do so; it is a big job.

84297. With regard to the working of the Unemployed Act, do you say it has not affected the unemployed problem to any appreciable extent, but, to the small extent that it has affected it, has it been beneficial in your judgment?—I do not think it has.

84298. Might I ask your reason?—Because under the present system it is not workable at all. For instance, we are told that we can buy land, but we cannot use it; we can purchase land from the rates, but we cannot spend the money to put men on it.

84299. You can buy land out of the rates, but you have only the public exchequer grants for giving work?—Yes, and we cannot get exchequer grants.

84300. Do you mean in Liverpool?—Yes.

84301. You have been refused it?—We have been refused it. We have put two schemes before the President of the Local Government Board, and they have been rejected.

84302. They were both rejected?—Both rejected. We are handicapped. For instance, the only work we can get is work that would ultimately be done by our own corporation.

84303. It was rejected, I presume, because it was considered to be work which ought to be done out of the rates by the local authority?—No, this was a private venture altogether. The distress committee got the refusal of some hundreds of acres of land on the sea-shore. It was offered in perpetuity for a small ground rent. Our object was, in order to provide productive work that we would gain by, to open up roads and make this land suitable for building plots, to be re-leased out (of course I do not like the system myself) to builders, from which we would receive a considerable income. We placed this before the President of the Local Government Board, and he absolutely rejected it. He would not touch it. He gave no reason for it. There we are handicapped.

84304. Would not that have eventually been remunerative to private individuals?—It would have been remunerative to the private builder, but the land would be ours in perpetuity; we would only lease it out to them on ground rent. Of course, the system was not an inviting one to me, with my rather progressive ideas about the land question, but still it was the only outlet we had, and at present all we can do and are doing is to mortgage the future. On our distress committee we simply make a contract with the health committee or with the clerk of the guardians, and we are doing one now, at a given price, to take over the works of those particular committees that might not be done now, but would eventually have to be done, and we are paying less than the district rate (which is practically blacklegging by the poor unfortunate fellows on the register); the corporation is getting its work done cheaper than it would under ordinary circumstances.

84305. May I take it that you have the same difficulty in Liverpool that there is in London—that is, to find work for these people which fits in with the requirements of the Act; that is, that you have to find work which would not be done naturally by the local authority, which is work which never would be strictly undertaken by anybody, but which nevertheless is good work. In the heart of Liverpool, I suppose you find that kind of work is almost impossible?—It is very difficult. We have to do corporation work, such as clearing out a lake or laying out parks, which is all useful productive work. The corporation pay us a set sum, but we lose money on it.

84306. Can you say what percentage you lose on it?—I should say we lose 25 per cent.

84307. Only that?—That is putting it at a very low figure. Then the only other outlet we have is, employers apply to the distress committee. For instance, we have had applications from colliery districts. I am vice-chairman of the committee and I always take very good care to ascertain, before any man goes to a colliery, under what conditions he is going. But the applications there are very small, just for a few pit surface men, and out of our total register of something like 3,000 men we have found work for about 300.

84308. All told?—All told.

84309. You have not attempted anything in the shape of a labour colony or anything of that kind?—No. Except the scheme I have spoken of and which the President of the Local Government Board refused.

84310. Did he give his reasons?—He gave no reason, it was simply a curt refusal, that it did not meet with his appreciation.

84311. Apparently you have got some difficulty?—Of course, we have never had a labour colony in view at all.

84312. Did you ever make a proposition or suggestion to the president about anything in the country in the shape of work for your men?—We only put the two schemes before him that I tell you of, the schemes of acquiring land for the purpose of developing it.

84313. Therefore, when you say that the Unemployed Act cannot relieve to any appreciable extent the present unemployed difficulty, you mean that that is your experience from the kind of reception that your schemes have had?—I will go further than that and say that, as

Mr. James
Sexton.

12 Nov. 1907.

Failure of
Unemployed
Workmen
Act in
Liverpool.

Effect
labour
test.

Question of
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labour.

Failure of
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Workmen
Act in
Liverpool.

Mr. James
Sexton.

12 Nov. 1907.

Suggested
amendment
of Unem-
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men Act.

Afforestation.

Workmen's
dwellings
and the
price of
land in
Liverpool.

Necessity of
making
provision
for men
thrown out
by scheme
of de-
casualisation.

at present constituted, the present Act is absolutely inoperative and unable to even touch the unemployed problem.

84314. Would you suggest any amendment to it?—I would; a very drastic amendment.

84315. Might I ask what that drastic amendment would be?—I would say that first of all the Act should be so amended as to enable the exchequer either to acquire land or that a law should be enacted to compel the compulsory use of idle land, whereon men would be employed. I also say that the Act should arrange for a more equal distribution of the labour of the country, particularly with respect to the distributive trades. I say an eight hours day.

84316. No overtime?—As far as possible, no. I should also say that the Government (and this is not the first time I have said it. I have told Mr. Balfour the same thing; he objected because it interfered with private enterprise, but I do not think it would) should undertake a system of afforestation, which might employ a considerable number of men, and there is plenty of what is considered now as barren land which might be put to that use.

84317. Has it been put before you that afforestation employs very few men, comparatively speaking, for the amount of cost of the work?—If that is so how can you reconcile the fact that Germany undertakes that from a national point of view and makes it pay?—That is fully established.

84318. (*Bishop of Ross.*) There would be two questions at issue; one is finding employment for the men and the next is the value of timber as a great national article of utility?—That is so, but the basis of the whole thing, to my mind, is the compulsory use of idle land, either by a tax on land values or by some method which would compel landowners to put their lands to some use. Our view is really the more land in use the more men are employed.

84319. (*Mr. Russell Wakefield.*) With regard to workmen's dwellings, and the land upon which those dwellings are placed, it is the experience in London of some ground landlords that if they wish to build workmen's dwellings they must write down their land to no value at all, if they are to so build that an ordinary man can rent the building afterwards. What happens is this: a man wishes to build in order to supply a man who is getting 23s. or 24s. a week with house room, and in order to build so as to suit the sanitary requirements of the authority and so on, he must write down the value of his land to nil before he can, as it were, fit it with the requirements of the tenant that is to get it. So that if he is to ask 4s. or 5s. for a room, and he has to build so that it is remunerative to him, he can only do it if he writes down the value of the land to nothing. Would you say that that is very much the case in Liverpool too?—No, they get fullest value for the land in Liverpool. There is no writing down land values there at all. They claim their pound of flesh according to law.

84320. And they charge the rent accordingly?—Yes.

84321. Can the men pay it?—No. The result is the running up of slums. Do you mean with the corporation or private owners?

84322. I was thinking of private individuals?—I will give you a case. Take Lord Derby. It is an old story, but a hundred years ago the whole of Bootle was bought for £12,000. To-day the present Lord Derby draws in ground rents alone over £150,000 for the same site. There is idle land in Bootle. Bootle is comparatively a new borough, but it is all slums. The people are crowded out, the sanitary condition is bad, and there is idle land. The price of that land has got up from £2 per acre to £3,000 in value. We have a police station in Derby Road and the question came before the council the other day as to the renewal of the lease. We had to make application thirty years before the expiration of the lease, in order to renew it, and the condition was that the lease would be renewed if a fine of £2,000 was paid by the corporation to Lord Derby. Take the house I am living in myself. It is in a populous district and semi-respectable, so to speak, but the property is depreciating all round it, because of the slum nature of the dwellings.

84323. (*Mr. Lansbury.*) With regard to your first paragraph, you apparently object to Mr. Booth's scheme because it would crush the men out?—Yes.

84324. If some other provision were made by the community for these men, there would not be that objection?—No.

84325. On that I would like to ask you, do you approve of the Labour Party's Bill for amending the Unemployed Workmen Act?—I do.

84326. So that a good deal of the objection of the men on the spot could be got rid of if a scheme for the reorganisation of labour at the docks, and also for making provision for the men who would be dismissed, were brought in?—The objection would entirely disappear if that were done.

84327. As matters are now, I understood you to say that both sides probably disagree—both the shipowners and the men; but do you think that that would be in-
superable supposing an authority were set up, as the
Chairman suggested, and they came together in the
interests of the entire place, to see whether it would not
be possible to so organise the labour as to get rid of the
casual element in it altogether?—You would have this
difficulty to meet: You would have the employer who
has got a following of workmen; his influence with them
would be to oppose any interference with what we call the
middle men, and to give him credit he is the best employer
we have, with respect to wages and conditions, but you
have all that influence opposed to you, and it would mean
taking the work from the contractor, and putting it in the
hands of a body like the Mersey Docks and Harbour
Board, for instance.

84328. That was the kind of body I was thinking of?—You would have that opposition, not that I have any sympathy with it at all; I have not.

84329. Do you think it would be absolutely impossible to get over that?—I would not go so far as to say it would be impossible, but I do say you would have strenuous opposition to it.

84330. That only means there would be more honour and glory in getting it done, does it not?—Yes.

84331. Is there any chance of the dock labourer making provision out of his earnings, either by allowing the employer to deduct so much of his earnings, or by paying it himself into a fund to provide against periods of unemployment?—I am afraid the big bulk of the men cannot pay anything or do anything. As a matter of fact, they are so tied up with Tommy shops that their week's wages are mortgaged sometimes before they are earned.

84332. As a matter of fact, these men really never earn enough to maintain themselves decently?—I should say 50 per cent. of them do not.

84333. As to the labour exchanges, and men tramping, if a system of labour exchanges was introduced, you would be in favour, would you, of giving a workman a card, and the means of getting from one place to another, without the degradation of a casual ward?—I should.

84334. It is one of the reforms which is very much needed, is it not?—It is. If you can remove what they consider the taint of the association with the present Poor Law system, which stinks in their nostrils although they are poor, you remove nearly all the objections.

84335. One other question, which is about London. Have you any knowledge of the conditions obtaining in the London Docks?—Yes, pretty generally.

84336. Is it the fact that very few of the men employed in the work of the docks are employed by the London and India Dock Company?—That is so, a very small proportion.

84337. Therefore, when so much is claimed for their A, B, and C system, the thing that militates really against its success is that the dock company really employs only a fraction of the men who do the work at the docks?—That is so, the big companies will not have it. Then there is the bonus system, which has a most demoralising effect upon the men.

84338. It simply leads to driving?—Not only to driving but to bribery and corruption.

84339. That is a phase of the work in connection with the docks that wants to be got rid of?—Yes.

84340. That would be part of the organised opposition you would get to any such scheme as has been suggested;

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Evil effects
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the opposition which would come from people like these ?—Yes.

84341. Because their occupation would be gone, would it not ?—That is so.

84342. That, again, only makes it another reason why it should be done ?—That is so.

84343. (*Professor Smart.*) Do I understand that you are as anxious to decasualise dock labour as Mr. Booth is ?—Yes, I am, indeed.

84344. You would approve of a man who is willing to work six days instead of three days ?—Yes, I certainly should.

84345. You think that such a man should be encouraged in every possible way ?—I do, and, as a matter of fact, he is encouraged now.

84346. By high wages ?—No, if a man turns out on the Monday, and if he is regular in his attendance at his work, he has a better chance than a man who is not.

84347. Even this man does not get six days a week ?—He gets more than a workman who neglects to.

84348. You would be in favour of the work being given as far as possible to the sober rather than the dissolute ?—Yes, certainly I would.

84349. And to the regular casual rather than to the man who falls down to that rank ?—Undoubtedly.

84350. Then your object and aim is really the same as Mr. Booth's ?—Yes, only I differ as to the method, that is all.

84351. That method of yours you have stated is one stand one dock ?—Yes.

84352. Instead of how many stands per dock should you say ?—That would depend upon the number of ships. For instance, now there is a stand to every ship, and some of the docks would hold twenty ships. In fact, to some of the ships there are two stands, one for the ships men, and one for the quay porters.

84353. Is that plan of yours authoritative, or is it your own. Have you the authority of the men to put forward this idea of one stand one dock ?—They have agreed to a central stand.

84354. Have you published this scheme at all ?—Yes, we had a big discussion on it in the city council.

84355. Can you give us any published matter on it to explain it further ?—I think I could when I go back, or the town clerk can give you all the information you want.

84356. Your statement is really critical of other men's schemes, and we do not know what your own scheme is, so I am afraid you have been doing yourself injustice ?—Mr. Charles Booth's scheme is embodied in the document I mentioned.

84357. Will you hand that in ?—I will ask the town clerk to send it on. (*Subsequently sent, see Appendix No. C.*)

84358. You want, as much as the Bishop of Ross does, to keep all casuals out of Liverpool ?—Yes.

84359. You think you have got enough ?—We have—too much.

84360. Did not your trade union first approve of Mr. Booth's scheme ?—No.

84361. Never ?—Never.

84362. As regards the two classes of dockers, the stevedores you say are highly skilled, but the porters are not ?—I did not say that.

84363. Those who load the ship are skilled, those who unlade the ship are not ?—I did not say they are not, but they are not skilled in the same sense and in the same proportion. The porter on the quay has got to be a very handy man. He has got to weigh, mark, scribe, stack, know the marks, load carts, take them to certain points, to know by the mark on the package who is the consignee and where it has to go to. They are all semi-skilled men, but the men who do what we call the donkey work, that is the trucking, of course only want brute force.

84364. In regard to the wages, you said the men might object to a scheme, naturally, that lowered the wages ?—Yes.

84365. Do you mean that men making 30s. for four day's work, would object to earn 30s. for six days' work ?—But they will not give them 30s. for four days' work.

84366. If they did, would that meet the difficulty ?—I think they naturally would object, because there would be two days' more work for less wages.

84367. You think the men would agree to that ?—I do not think they would agree to anything less than they are getting now as a permanent standard of wage.

84368. That is 30s. for six days ?—Yes.

84369. (*Bishop of Ross.*) How many hours do the four days contain ?—They work more than four days ; I take it the inference is they only work four days for 30s.

84370. How many hours about, would that contain ?—That is nine hours a day.

84371. Thirty-six hours ?—Yes, but they do not get 30s. for four days ; they have got to work six days for 30s.

84372. (*Professor Smart.*) Is that your calculation ?—Yes, they have to work six days for 30s.

84373. (*Bishop of Ross.*) Six days of nine hours each ?—Yes, one day eight hours, that is Saturday, but they may earn 30s. in two days, and two nights.

84374. But they have to work thirty-six hours all the same ?—No, they have to work more. For instance a man goes on on Monday morning, it just depends on the class of work, and there are various grades, they are up as high as 8s. a day loading coal, and a man at 8s. a day and 12s. a night, would only have to work two nights and two days to earn his 30s., but he would have to work night and day as well to do it. There are some men earning £3 a week at the docks, but they are special men.

84375. (*Professor Smart.*) As to this 25 per cent. earning 30s. a week, do I understand that these men are really working the equivalent of six days ?—That is the average wage of 25 per cent. ; some of this 25 per cent. are earning £3 a week, but others are only earning £1 and 15s., but on the average the wages of the men, spread over 25 per cent., come to 30s. a week.

84376. Have you ever heard an opinion expressed as to what standard you would ask for for working six days a week, nine hours a day ?—5s. a day ordinary work.

84377. That is 30s. ?—Yes.

84378. Your men would be willing to attend, whether they were wanted or not, and work if necessary nine hours a day for six days, for 30s. ?—Yes, there would be no objection to that at all.

84379. The proposal is to make the standard wage lower ?—Yes, 24s., that is the London Dock Companies.

84380. What is the strength of your Union in Liverpool ?—About 10,000.

84381. And the total number of dockers is 26,000 ?—The 26,000 that I estimate is those applying, not dockers. All over the country we have a membership of 20,000, that is in other ports.

84382. (*Miss Hill.*) Did you say that you had 10,000 members of our union ?—Yes, in Liverpool only.

84383. Do they subscribe to any sick benefit ?—No.

84384. It is simply an association for raising wages. Do they have any death benefits ?—They have dispute pay and burial benefits.

84385. What do they pay a week ?—3d.

84386. Who called these conferences which have lately been held to consider Mr. Booth's and other schemes ?—The city council.

84387. They have not really come to any agreement I gather ?—No.

84388. The result of the Conference has been this decision about their not working more than twenty-four hours ?—That is all that has been done.

84389. That is the only result ?—The only result.

84390. Is it likely that they will be called together again ?—I do not think so ; there is no probability.

84391. I should like to be quite clear about this question of Mr. Charles Booth's scheme. I realise that it may not have been successful in London in so far as only the dock companies have agreed to it, and they are not the direct employers of a very large number of men ?—They are not.

84392. Supposing that it was adopted by the shipping companies, who I understand employ the remainder of

Mr. James
Sexton.

12 Nov. 1907.

Wages and
hours at
Liverpool
Docks.

National
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of Dock
Labourers.

Conferences
in Liverpool
to consider
schemes of
decasualisa-
tion.

Value of
Mr. Booth's
scheme of de-
casualisation.

Mr. James Sexton. the men, would it not then tend to this de-casualisation of the work which seems so desirable?—I do not think so, not so long as there is a number of men hanging round the dock gate.

12 Nov. 1907. Value of Mr. Booth's scheme of de-casualisation. 84393. Would it not discourage the hanging on. Would it not become evident that some portion of the men (who I quite realise are very much to be pitied unless they were adequately helped) would realise that it was no use hanging about there?—They might as well wait there on the chance of getting a half-day as wander about on the chance of getting no work. Except you find employment for the men hanging round the dock gates, no scheme of A, B, C, D, E, F, or G, will alter the situation that men are out of work, and want work.

84394. That would hardly be a question for the dock companies themselves. There are two questions: How the dock companies could put their work on a satisfactory footing with regard to the conditions of the men, and what to do with the men who are not wanted there. Is not that quite a separate question?—You could not prevent the men hanging round the dock gates. Take the Victoria Dock for instance. There are men there who are not in the C class, but they are waiting for the chance of getting into it, and are spying on the fellows who are in it.

84395. The more you recognise the A and B class, the more you will discourage the people coming from the country and hanging about?—It is not the people coming from the country, but the people who are here already.

84396. They are coming from the country?—They are here in over-abundance, without the people coming from the country. How are you going to prevent them hanging round the dock-gates when there is nowhere else to go?

84397. It seems to me, what you are rather wishing for is some way of dealing with the surplus men, and possibly the regularisation of the dock labour must be the first step in that, must it not?—I do not see how you are going to regularise it as long as you leave an army of men outside watching for an opportunity of getting inside, and doing the man who is inside out of his job. That sets up a system of espionage, carrying tales, and getting a man out of a job, and getting in himself.

84398. (*Mr. Lock.*) How do you propose to get rid of these outer men who you say come in to find what job they may?—I should say that work should be found for them.

84399. That would imply on the other hand, would it not, a regularisation of the work in the docks, so that dock work became a definite bit of work for a definite number of men as far as possible?—I do not think you could establish that. You could not establish definite work in the docks, for a definite number of men.

84400. With a margin?—It would be absolutely impossible to do it.

84401. It would be possible with a margin, would it not?—In principle, but as you know if you have the margin there, you attract men by the margin, men who are out of work.

84402. I do not see how you would stop your casualisation?—You cannot de-casualise dock labour at all; you may relieve it, but you cannot absolutely decasualise dock labour.

84403. You can bring it to a nearer state of fixity?—You could relieve the position.

84404. Then the problem comes as to the persons outside who flock to the gate. Your idea is, I suppose, to make a counter-attraction for them in some way?—That is so.

84405. What is your definite proposal for a counter-attraction?—I have already given what I propose should be done. It is the duty of the Government, who are the custodians of the public good, to create conditions so that any able-bodied man willing to work ought to have work provided for him. If private enterprise fails to find it, then a man who is physically fit to work ought to be a valuable asset to the country instead of a danger.

84406. You propose really that the country should take on itself the duty of providing work for those who cannot find work and stand at the dock gate?—I do deliberately.

84407. Would that be a wage system: would they be paid wages?—Certainly.

84408. What would be the standard of their wages?—Necessity. The standard of the wage would depend on the work of State—whatever way it was paid, if it was productive work. Of course there might be relief work, I quite understand that, but I am now only dealing with physically fit men. provided work for dockers who cannot get employment.

84409. That raises two questions. Are not the physically fit men, say only 50 per cent. of those who are at the dock gates, or are they all physically fit?—They are not all physically fit.

84410. So your remedy would apply to part of them?—Yes.

84411. Now as to the other part?—As to the other part, I should say that they should be given work that they could do.

84412. You think that that would be a sufficient counter attraction so that the people then would not go to the dock gates?—I do: it is the want of work drives them to the dock gates now: there is no doubt about that.

84413. Have you thought at all what you would pay them? Would the normal wage be approaching the wage earned in six days at the dock?—No. For instance there are many men working at the docks now who perhaps work four or five days a week, who would be glad of a permanent job outside the docks at the district rate of wage in that particular employment.

84414. I presume the employment would mostly be in the nature of agriculture or digging or husbandry, or something of that sort?—I should not suggest the same rate be paid there except it was the district rate. I should say the wages paid to men employed in Government Departments ought to be the recognised wage of the districts in which the works are.

84415. That is to say the counter-attraction to going to the docks must be something better than the docks give?—Not necessarily better.

84416. Would that act as a counter-attraction?—Yes, it would provide men with useful productive work at which they could get a fair wage.

84417. Would you take it as a wage falling down to your 7s. 6d. in your third category?—Would it not be much better for a man only getting 7s. 6d. (which represents a day and a half) to go to some other industry and to get 24s. a week rather than get 7s. 6d.?

84418. I am only trying to find out what your alternative is: naturally that would be better, but you take for granted that the State is to pay 24s. against what the man earns in the market, which is only 7s. 6d.?—It gives 24s. for a full week's work whereas 7s. 6d. only represents a day and a half.

84419. That man is in the market at present, and he is only earning 7s. 6d. on your statement?—He is earning the equivalent of 30s. a week.

84420. You put down here "wages earned covering the whole"?—That represents the day and a half work a week.

84421. He will not get the rest?—He cannot.

84422. You would throw on the country the whole difference between the rate he would earn at the district rate, which is considerably larger than the 7s. 6d., and the amount he is now receiving?—I do not see the force of that at all: the man is earning it if he works the whole week.

84423. He stands at what rate now?—At 5s. a day.

84424. Which he does not get?—He works a day and a half for 7s. 6d.; he would give equal value for the whole of the week.

84425. As matters stand he is really keeping himself entirely on the 7s. 6d.?—I am afraid he is not.

84426. That is all he is getting?—But he is in the work-house half the year round; that is the point.

84427. Are these people really on the poor lists of Liverpool?—They are. Dockers a Poor Law relief in Liverpool.

84428. You have proved that?—There is no doubt about it.

84429. Is your point this, that other than the 50 per cent. in your first two classes you are dealing with subsidised labour, because so far as the people who are drawing 7s. 6d. and 3s. are concerned they are also receiving Poor Law relief?—That is unquestionable.

Impossibility of a absolute de-casualisation of dock labour.

Necessity of State-provided work for dockers who cannot get employment.

Dockers and
Poor Law
relief in
Liverpool.

84430. Is that known to the Poor Law authorities?—Yes, what can they do, the man has only one day and a half's work.

84431. Have you worked out at all in detail the number of dockers that are at different times of the year receiving poor relief in Liverpool?—I have not gone into that closely, but I do know it from my own experience in our branches. These men when they are going into the workhouse leave their cards and badges in the office, and give notice to the Secretary that they are going in, and when they come back again they have to come for their card and badge: they have to wear the badge on the stand, or they cannot get work.

84432. Your Statement refers to 50 per cent. of the total: it seems to be a very large number to be also on the list of the Poor Law?—I would not swear that 50 per cent. are in receipt of Poor Law relief, but a large number of them are in receipt of Poor Law relief. The men who get that 7s. 6d. at the docks may go on tramp looking for work elsewhere; that man of course, is beyond our ken; he may be in receipt of Poor Law relief in some other district, but he comes back again.

84433. Is it possible to obtain this information, which seems to me very crucial, that to a large extent 50 per cent. of the men are not only drawing this pay which is put down here, but are also continuously more or less receiving Poor Law relief?—Yes, or else they are sleeping out.

84434. It would be a matter of very great importance if you could illustrate this by cases and information?—I can give you cases, but I would not venture to give you the total number of cases; I can give you very many cases. *As to this the witness subsequently wrote:*—With respect to the promise I made as to keeping a record of the number of our members entering the workhouse, I regret to say that I have found it impossible to keep such a list, owing to members of the union falling in arrears on account of slackness of work and not notifying us of the fact of their going to the workhouse. The only way I now suggest is, to enquire of the several workhouse masters as to the number of men returned as dock labourers entering those institutions during the past year, and I know there are a considerable number. I commenced to try and keep a check, but had to give it up.

84435. I think that would be of great importance?—I can give you many cases, and now that you suggest it, I think it is a very good suggestion. I will endeavour to inaugurate a system of keeping a check upon these men within six months so as to see how many of them, particularly in the summer time (it is surprising to know how many of our men go into the workhouse in the summer time and not in the winter), go into the workhouse. They do not go to the same extent in the winter, because the work at the docks is brisker in the winter time than it is in the summer.

84436. (*Sir Samuel Provis.*) By a check you mean a register, do you?—I could get to know from our branch secretaries what proportion of their members leave their cards and badges in. They have to do that to keep themselves in benefit. We do not take any subscriptions from them when they are out of work in that way, and we still keep them in benefit for burial benefit or dispute pay.

84437. (*Mr. Bentham.*) Would you make that apply to members only who have been in receipt of Poor Law relief for a given period and the nature of such relief?—The nature of the relief has been that they have been inmates of the workhouse.

84438. (*Mr. Lansbury.*) Or medical relief; might not they get that?—Medical relief and habitual inmates of the workhouse. The bulk of the relief is as inmates.

84439. (*Mr. Bentham.*) Do they give in their cards when they are only receiving assistance from the guardians outside?—No.

84440. Therefore you would not know those?—No.

84441. (*Mr. Lansbury.*) You could make some investigation?—I think we could get a return.

84442. (*Mr. Loch.*) With regard to the bonus system, you spoke very strongly against it?—I did.

84443. What is your evidence for your statement?—My evidence is largely based upon what I know exists in London and Liverpool.

84444. You mean that the bonus is given, or withheld by favouritism?—No, I mean this: A man is told there is 24s. or 21s. a week for you, as the case may be; if your gang puts a certain number of tons over and above an estimated amount, we will give you so much per ton more than the standard wage for that. That means that the man who is physically capable of doing the largest amount of work is given, by the man who has got charge of the gang, an opportunity of coming into the bonus gang for a consideration, and at the end of the week if he has any kind of bonus at all, part of that bonus goes to the man who runs the gang. Not only is that the effect, but it has the effect of the men injuring themselves by working beyond their strength and work all the hours that they can because there is no limitation of overtime even under the A, B, and C system, therefore preventing the ordinary men from getting a job at all.

84445. This has occurred to your personal knowledge in many cases?—In many cases. In one particular case I know of in Liverpool in a dock railway shed the men were offered a wage of 24s. a week and a bonus, but with the bonus and the 24s. they were earning 32s., and when this was found out the standard wage was cut down 3s., because they said they were earning good bonuses, and they could afford to take a less standard wage.

84446. Has the question come before the managers of the docks as a question in which there is practically unfair intervention?—No, I do not think it has.

84447. It has never to your knowledge been considered by the employers?—I do not think it has been complained of, because the men are afraid. We have asked them to give a case, but they say: "We tell you this in confidence." I say: "We cannot prove this without your evidence," but they do not give evidence because if they did they would get the sack.

84448. There seems to be an unfair thing going on which could be remedied if those who could remedy it knew about it?—I do not think they know about it, but I do know it goes on, but the men are afraid to give the evidence for fear of losing their job.

84449. You think it goes on in many cases?—I do.

84450. There is one other point as to the vagrancy question. Did I understand you aright that you mean that a card should be given to a man known to be a good man who was out of work, and that he should use that card as a kind of pass through the country when seeking for work?—Yes.

84451. Did you propose that he should have what we call special terms in the casual wards, or do you propose workmen in that he should have anything like a travelling allowance?—No, I should say he should be given facilities in the work. morning to go out and look for work instead of being kept in.

84452. That is the sole issue, is it?—I do not suggest anything else.

84453. Otherwise you accept the general system of Objection-casual wards?—No, I do not accept it. I am afraid it is not attractive in any sense of the word. If I may put it without offence particularly to anyone, the system of casual wards. brutality that is carried on in the administration—absolute brutality towards the unfortunate men who go into these places—is one of the reasons why they do not take advantage of it. They are treated not as men, they are treated as worse than dogs in some cases.

84454. We have had evidence that a great many of these men were rather fallen into low ways, skulkers and so on, and the difficulty was really dealing with the better class men, such as you have in your mind, and a provision might possibly suit the normal applicant but might not suit the exceptional?—If you remove the present objectionable features. I am speaking now from practical experience; being a chap of somewhat high spirit, I felt inclined to go for them many a time. The conduct of these men who were in charge of the administration to the unfortunate men who were out of work was so repulsive and so degrading that I often wondered I did not go to gaol instead of to the casual ward.

84455. That is to say, although possibly the system of lodging is not what you want, it is the official who makes that system worse?—It is.

Mr. James
Sexton.

12 Nov. 1907.

Evils of
bonus system
at docks.

Evils of
bonus system
at docks.

Mr. James
Sexton.

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Excessive
hours of
work at
Liverpool
Docks.

84456. What you ask is that men who are of a good type should be given facilities, by way of a ticket, which would put them, so to speak, in a different category?—I do.

84457. (*Mr. Patten MacDougall.*) I understood you to say in answer to the Chairman that it is the object, and one can quite understand it, of the shipowners to have the same men working at the same job of loading until it is completed?—Yes.

84458. How long may that job last sometimes?—I have known men to stick at the one hatch for forty hours.

84459. What I want to ask is this: Forty hours is a long time; does it tend to increase with the size of the vessels, which we know is increasing very much of recent years?—Yes.

84460. Does the hatch become a bigger thing as the size of the vessel increases or not?—Not necessarily in the big ships, because the big ships have more passenger traffic?

84461. Generally, apart from the big ships, is the work of loading which has to be completed, of increasing dimensions or not?—Yes, I think it is.

84462. What is the longest period for which the dockers are kept at work of this sort?—Forty hours in the case of stevedores.

84463. In any case forty hours would be the longest experience of loading?—I will tell you my own experience; I have gone to work on Thursday morning at seven o'clock, out in the river, and I have worked until Saturday afternoon without a rest.

84464. What intervals did you have?—No intervals at all except meals.

84465. You went on at what hour on Thursday morning?—Seven o'clock.

84466. You got off for an hour at twelve o'clock for meals?—Yes, from twelve till one o'clock, from five to six o'clock, and from ten to eleven o'clock.

84467. And you were working all night for two nights?—Yes.

84468. Both the Thursday and the Friday nights?—Yes.

84469. And you got off the job on Saturday afternoon?—Yes.

84470. At what hour?—One o'clock. That was before the docks were deepened, when the ships used to load in the river.

84471. What had the deepening of the dock to do with it?—It was in this way: to bring off parties of men meant expense. You would have to hire a tug boat, and of course that is a big item to a master stevedore. To bring off fresh relays of men each time you would have to pay for a tug boat. That does not apply now so much, because it does not cost anything to bring the men down; they come down themselves when a ship is in the docks. It does apply to river work because the men have to be conveyed backwards and forwards.

84472. Is there such a thing now as working for three days and two nights?—No, I would not say that now, but there is a system in spite of our limitations of twenty-four hours, where men who start a hatch finish it, and they work one day and all night, all the next day and the next night; they will work two days and two nights.

84473. (*Miss Hill.*) In spite of the limitation?—Yes.

84474. What is the reason of the exception?—Because the employers demanded an exception "except in the case of the ship finishing for sea." They wanted to keep their men there who were skilled men in order to chock off the hatch; they know the run of the work, and know what is going on. Of course there is some force in that.

84475. (*Chairman.*) When you worked that time did you work because you were willing to, or because you could not get off the ship?—Because I could not get off; they imprisoned us there.

84476. (*Mr. Patten MacDougall.*) Did they give you an opportunity for any rest or sleep?—No.

84477. Did you have any sleep?—No, none at all.

84478. (*Professor Smart.*) How did you get your meals?—The meals were provided in a trough, like a lot of pigs.

84479. (*Mr. Patten MacDougall.*) When was that?—As far back as 1886 or 1887.

84480. (*Sir Samuel Provis.*) When you told us about your Evils of visits to casual wards, that was some years ago, of course? casual war?—Yes.

84481. Do you know that since that time there has been an Order requiring that in the case of workmen who want to leave early for work, they should be allowed to go out at half-past six?—I do, and I know it has been refused.

84482. Do you know of cases where it has not been carried out?—I have known cases where the men's characters were above reproach, and they have been refused when they asked for it.

84483. Have they done their task of work on the previous day?—They have had to do it or go to gaol.

84484. And they have done it?—They could not do it because they were not used to it.

84485. Was that the point, that they had not done the work on the previous day? Was that the ground of the refusals?—No, on the first application they have been refused. They have said: "I am tramping to such a place; if I can get there in a certain time I may get a job," and they have said: "Oh well, we cannot make any exception; you will have to go and do that work," breaking stones or picking oakum.

84486. So that the Order was not complied with?—No; the men made an application and it was not granted.

84487. Do you think those cases are common?—I do not know how they are now. Of course, I could not swear as to the present condition of things, but I am giving you what I know.

84488. As to your complaint about some of the superintendents of the casual wards, they vary, I suppose, a good deal, do they not?—I hope they do. I have not come across any myself.

84489. Had you, at the time you are speaking of, experience of many of them?—Every night I went.

84490. Was that in fact at a good many different workhouses?—I should say at least half-a-dozen.

84491. And in all those cases you found the superintendent objectionable?—I found the same objectionable brutality.

84492. Have you any reason to know whether that exists at the present time?—No, I could not swear as to whether it exists now or not.

84493. (*Chairman.*) This dock work seems to consist of two different categories of work, the skilled man who is the stevedore, and then the more or less unskilled man?—Yes.

84494. Is there a surplus of skilled men, stevedores?—No, a good man, I think, is pretty sure of getting a fair average wage.

84495. Has the stevedore to qualify to become a stevedore; has he to go through any test?—No, he simply drifts into it.

84496. Is he classified as a stevedore?—Yes, when there is any stevedoring to be done. There are many men who can do stevedoring work, and who can take charge of a gang, and many of them, in fact, I have known get on in that way. A man who is known as a likely man as a stevedore is always sure of being on when there is work to do. I have known the gangs in a ship where the fore hatch was started absolutely with men who, when they were busy and had more than one ship, would all be getting 7s. a day, but only two of those men were getting 7s. a day on this particular job.

84497. So there is no union rate for stevedores?—Yes, 7s. a day when they are stevedores, when they have charge of a gang, but when they are working as ordinary men they only get 5s.

84498. There is no examination of a stevedore; there is no test that is imposed on him by which he becomes a stevedore?—No, except the boss who has charge of the ship watches the men and knows his worth. If he wants a stevedore, he will say: "Jack," or Tom or Bill, "you take charge of the port side" or the starboard side, and if he does his work thoroughly then he becomes a stevedore in the ordinary course of events.

84499. (*Mr. Patten MacDougall.*) They have all been dockers to begin with?—Yes, it is a question of pure merit.

Mr. BOLTON SMART, called; and Examined.

Mr. Bolton
Smart.

84500. (*Chairman.*) You are now the superintendent of the Hollesley Bay Labour Colony; you were honorary secretary of the Mansion House Unemployed Fund from 1890-99, you were Poor Law guardian in Stepney from 1892-99, and have been a Poor Law guardian at Ipswich from 1900-1906?—That is so.

84501. You have sent us a very interesting and very full Statement as to your work at Hollesley Bay which, if you will kindly hand it in, we will treat as your evidence-in-chief?—Certainly. (*The Witness handed in the following Statement.*)

CAUSES OF DISTRESS DUE TO UNEMPLOYMENT.

1. The first effort, with which I was personally identified, was the attempt to deal with a specific problem arising from the re-organisation of casual labour at the docks, immediately following the dock strike of 1889.

2. Representations were made to the dock companies respecting the evils arising from casual labour, in consequence of which they adopted the "ticket system," and when the maximum number of tickets were issued it was found that something like 7,000 men, who had previously gained a precarious living at the docks, were suddenly bereft of any further chance of employment. The immediate cause of distress on this occasion was therefore apparent. From then down to the time of the South African campaign, the causes of distress appeared, to me, to be usual, that is, periods of trade depression, aggravated by the social conditions under which people in our large cities are compelled to live.

3. At the close of the South African War other causes of unemployment became apparent. These are largely the resultant of the changed industrial conditions of the last twenty years.

4. Labour's demands for better conditions, such as shorter hours, higher wages, standard wages, employer's liability, with an immense advance in labour-saving machinery, induce the employer to exercise greater care in the selection of his workmen. This was not felt acutely until the return of the South African Army, flooding the labour markets of our great cities, accompanied by a great slump in the building trade. The net result will, I am afraid, prove to be a very serious contraction in the industrial life of city workmen. My own opinion is, that this contraction cannot be put at less than ten years, and is possibly considerably more.

5. There are, therefore, in my opinion, three distinct phases of unemployment, although, to some extent, they may act and react one upon the other:—

- (a) The old recurrent unemployed problem, arising from temporary trade depression.
- (b) The problem arising as the resultant of new industrial conditions.
- (c) The unemployable, either from lack of will or fitness to work.

REMEDIES FOR DISTRESS DUE TO UNEMPLOYMENT.

6. I have had experience of three methods of dealing with the unemployed:—

- (a) Under the Poor Law by the "Labour Test Order."
- (b) By giving temporary work, as a test of the applicant's willingness to work, and with a view to reinstatement, if that were possible to achieve.
- (c) The attempt to train townsmen for settlement upon the land, either in this country or the colonies.

Of these, I think the last immeasurably the better.

7. Another method which I have closely observed, but of which I have had no personal experience, is work provided by the municipality within the area of the borough.

8. With regard to special work provided under the "Labour Test Order," my observation and experience has led me to the following conclusions:—

- (i) That the better class of workmen will suffer to the last degree, rather than embrace the opportunity.
- (ii) That the men who are actually dealt with are never improved, and often deteriorated.

(iii) It is almost impossible to find adequate useful employment in the labour yards, without displacing 12 men engaged in local industries.

9. The principal value of the experiments immediately following the dock strike is that they were the beginning of better things, as compared with mere charitable doles.

10. As to labour farms or colonies, I can best deal with this by briefly outlining my experience at Hollesley Bay Training Colony. The aims of the colony have been clearly set forth from the commencement:—

- (i) To give a period of work, under healthful conditions, to men temporarily out of employment.
- (ii) To prepare men for settlement abroad in the colonies.
- (iii) To train men in agriculture and horticulture, for settlement in England as small holders.

11. There can be no question about the suitability of the college and estate for training purposes. The buildings upon the estate consist of the college, with sleeping and domestic accommodation for nearly 350 men; a gentleman's residence (now let); twenty-three cottages; a model dairy; several sets of farm buildings; poultry farm; a steam mill for grinding cattle food; workshops, etc.

12. *The Land* is of a sandy loam, about 600 acres arable, 250 acres heathland, the remainder being marsh-land, pastures, woodland and gardens, the last named being about 9 acres. (Total area, 1,300 acres.)

13. *Timber and Water.*—There is capital timber on the estate and ample supplies of water.

14. *Stock.*—The live and dead stock were taken over, and consisted of the usual farm implements, and horses, cows, pigs, sheep, etc.

15. *Method of selecting Men.*—The central body allocate to each local distress committee the number of vacancies available, and the local committee select the men. These must be married, of good character, resident in London for at least six months, and preference is given to men likely to adapt themselves to country life.

16. *Allowance to Family.*—The scale of payment to the family of each man while upon the colony is as follows:—10s. for wife; 2s. for first child, 1s. 6d. for second, and 1s. each for remainder, up to a maximum allowance of 17s. 6d. The actual average has worked out at 14s. 6d. per week. In addition to this, the man gets board and residence, and 6d. per week.

17. Boots and leggings are lent to the men on arrival; underclothing is supplied when required, and a weekly instalment for same is stopped from the wife's allowance.

18. The local committee are urged to pay the weekly allowance through appointed visitors, so that the home may be under observation while the husband is away, and the wife has a friend at hand to whom she may turn in case of need. It also provides opportunity of forming a wise judgment as to the suitability of the family, either for migration or emigration. The men are allowed a furlough to visit their families once a month.

19. *Period of Residence at the Colony.*—The maximum period allowed by the Local Government Board for men who are receiving only temporary relief in the shape of employment is sixteen weeks.

20. *Number of Men received at the Colony.*—The first party of men arrived at the colony February 28th, 1905, and from then up to June 22nd, 1907, 1,711 men have entered the colony. The average length of residence upon the colony has been ten weeks.

21. *Work available.*—One valuable feature of the colony is the great variety of occupations available. The following list will sufficiently indicate the nature of these:—

- (i) The ordinary working of farm and gardens.
- (ii) Increasing area of fruit and garden culture, small holdings, etc.
- (iii) Recovery of heathland.
- (iv) Raising sand and ballast, and cement brick-making.
- (v) New water scheme, including the erection of water-tower and laying of mains, etc.

Work available on the estate.

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(vi) Erection of new cottages, implement sheds, potting and packing sheds, fowl-houses and runs, piggeries, bakery, slaughter-house, glass-houses, etc.

(vii) To carry on bakery, laundry, and carpenters' wheelwrights', joiners', plumbers', painters', blacksmiths', farriers' and shoemakers' shops.

(viii) To carry out all estate repairs, renewals and improvements upon buildings, implements, plant, etc.

(ix) To clear and keep clear a considerable mileage of marsh dykes, and to maintain river and sea-walls.

22. *Departments.*—The administration is divided into four main departments as follows :—

Farm.

Garden.

Works.

Institution.

The three first named are each under the direction of a competent manager, and all are responsible to the general superintendent, who is directed by the managing committee, who visit the colony fortnightly.

23. *General Scheme of Work.*—The general scheme of work is as follows :—

(a) To preserve intact and improve, where possible, each department of the farm, so that it may be thoroughly efficient for purposes of training.

(b) To extend the area of land for intensive cultivation, and erect the necessary glass houses for propagating purposes, so that men can be trained in every branch of market-gardening and fruit culture.

(c) To bring into garden or other cultivation 250 acres of heathland, now producing heather and bracken.

(d) To erect cottages for a sample group of small-holdings, also for men selected for a full period of training for settlement upon the land in England.

(e) To erect, improve, extend and renew accommodation buildings on the estate as required.

(f) To cut timber and plant for same.

(g) To utilise all materials found upon the estate for brickmaking, concreting, roadmaking, repairs, etc., as far as practicable, to aim at making the colony largely self-contained.

24. *The Colonist.*—The average colonist arrives at the colony in anything but a normal condition. He is a married man who has usually lived in London his whole life. For weeks, more often months, he has suffered the keenest pain in witnessing the gradual dispersal of his little home, and the sufferings of wife and children. This factor must not be ignored, for the man needs healing as sorely as he needs work.

25. *Rules and Regulations.*—There are no printed rules; the "institutional" machinery is as far as possible avoided. The men are quietly and carefully informed what is expected of them, and the inevitable consequences of wrong-doing and neglect.

26. There are no bounds fixed. The men can (out of working hours) go as far as they choose, so long as they are in by the prescribed time.

27. They are strongly advised not to go to the public-house, but are not forbidden. No intoxicants are provided, and men are forbidden to bring them in.

28. The whole of the recreations are managed by a council of the men, elected quarterly. The council also runs a tobacco shop, a burial club, and considers all matters relative to the comfort of the men.

29. It is also responsible for a weekly concert and debate, and undertakes the arrangement of the various rooms for lectures, services, etc.

30. There can be no doubt that the men's council does excellent service, and is a valuable contribution to the training of the men in self-control, self-respect, and mutual happiness. The hours of work are: Summer, 6.15 a.m. to 5 p.m. Harvest, sunrise to sunset. Winter, 7 a.m. to 5 p.m.

31. *Personal Cleanliness.*—Each man is expected to have a change of underclothing, and to wash his own personal linen, also to have a bath each week.

32. *The Colonists at Work: Gardening.*—The London man is quick and keen to acquire the knowledge and skill

to do all kinds of garden work, and commences with the useful recognition of his complete ignorance.

33. The original garden was about 9 acres in area and was in a somewhat neglected condition. After this had been thoroughly cleared and got into good condition, the first work of interest was the transformation of a piece of waste land, including an old crag pit. This now forms a very attractive feature of the garden extension scheme. Adjoining this, a 40-acre field under ordinary farming conditions has been put under spade cultivation for market garden purposes.

34. Two rough meadows, of very small value, as such, have been transformed to gardens.

35. About 15 acres of waste heathland has been recovered, and cropped under spade husbandry.

36. Altogether some 103 acres have been added to the area of the gardens, and of this nearly 70 acres have been planted with fruit. Forty acres have been double dug from 24 to 30 inches deep. An immense amount of clearing, levelling, and draining was involved, and this, with the planting of fruit and general cultivation of the ground, has been done entirely by the colonists under the skilled supervision of the head gardener and his three assistants.

37. Almost all kinds of fruit, vegetables, and flowers have been grown, and special care bestowed upon the grading of produce for market.

38. In addition to the ordinary planting and cultivation of a market garden, the men are trained to raise fruit trees, including the growing of stock, grafting, budding, etc.

39. A stream flowing through the gardens has been cleared and planted with watercress.

40. Another feature of the garden department is "Woodcraft," including the felling of timber, a nursery for raising forest trees, and an osier bed has been planted with a view to basket making.

41. Bee-keeping is also carried on and taught in connection with this department, and weekly lectures are given upon such subjects as "Practical Gardening," "Plant Life and History," "Soils and Manures," "Garden Pests," "The Best Treatment for Individual Vegetables," "Seed Propagation," "Packing and Grading," "Marketing," etc.

42. The question will naturally be asked in reference to this part of the work, "What will you do with the men when you have trained them?" It will be well, therefore, to explain what has been in the minds of those immediately responsible from the beginning.

43. Of the large number of the men "not wanted" in London, a considerable number are perfectly willing to emigrate; these will be dealt with under the farming department, but there are still a larger number of men eager to leave London but not willing to emigrate. These ought to have the opportunity of settlement upon the land in this country.

44. Any scheme attempted with this end in view must run along certain well-defined lines. What these are will be found indicated in the following informally prepared scheme :—

SUMMARY OF TRAINING AND SMALL HOLDINGS SCHEME, WITH SUGGESTED AGREEMENT FORMS.

Preliminary Training.—I recommend that :—

(a) After a man is placed on the settlers' list he shall, immediately a cottage is available, be joined by his wife and family, and when this takes place he shall receive wages at the rate of 15s. per week.

(b) That each man, before taking up what is hereafter called a temporary tenancy, shall, as a rule, have a twelve months' training.

Generally, with regard to the holdings scheme, I recommend that after the period of training, a period of three years' working on the holding shall follow (under conditions set forth below) before the permanent agreement be signed (conditions also given below).

Situation, etc.—The fields known as Woodbridge Walk, Hulver Bush Walk, Little Three Corner, Spong, 18 acres, and part of common field, comprising about 100 acres, to be filled with holdings of not less than 4 acres each.

Houses.—Only those known as settlers' houses be considered as holders' homesteads, houses of similar type

General
scheme
of work at
Hollesley
Bay.

Condition
of colonists.

Rules of
the colony.

Quickness
of London
men at
gardening.

Object of
training
colony.

Suggest
scheme
training
small
holding

to be erected on each of holdings when staked out (the men now in two-storey houses may be transferred to these, when possible).

Number.—Apart from a training college, where marketing is going on, fifty holdings should be the minimum number for a group.

Fencing.—The committee shall undertake to fence each holding against stock and rabbits.

Grazing.—At Hollesley our holders will have turbary common rights for fuel; should any holder show qualifications, and desire (after signing permanent agreement), for keeping stock, needing pasturage, the committee will, under conditions to be adopted, arrange grazing facilities on their own pasture. The committee require evidence in the case of every proposed holder that he is a member of some registered benefit society.

Area.—That for permanent tenants, 4 acres shall not be considered as a maximum.

Rent.—That after first three years the rent be fixed at a figure not to exceed 4 per cent. on the capital sum involved.

Planting.—That each holding shall be planted with 2 acres of fruit (value of this to be included in assessing for rent).

Advisor.—That Mr. John Wolton, F.R.H.S., be appointed as advisor under this scheme until such time as the committee consider further developments in this direction warrant a separate appointment.

Guild.—Holders to be encouraged to form their own guild to consider all matters of corporate interest. This may include schools, benefit clubs, recreations, insurance of family and stock, and banks (saving and credit).

Credit Bank.—That the committee endeavour to arrange to place at the disposal of the Small Holders' Guild (if asked for) a capital sum not exceeding £ at a rate of 3 per cent. per annum, to provide for the starting of a credit bank on the Raiffeisen principle.

Marketing.—After permanent tenancy is entered upon, tenants may, through the Co-operative Society, avail themselves of the colony market waggons. The colony will not charge more than actual out-of-pocket expenses, covering cost of distribution and sale, but the Co-operative Society may at any time make its own arrangements for this.

At Hollesley, in addition to the scheme of small holdings for the London men, I strongly recommend the committee to consider the advisability of setting aside a parcel of land for the purpose of small holdings or allotments for suitable farm hands already employed upon the estate, and that a scheme be devised for them, keeping in view the great desirability that such scheme should dovetail into the main scheme.

I recommend that the following draft be adopted for the temporary tenancy agreement:—

Temporary Tenancy Agreement.

Memorandum of Agreement made between the Colonies Committee of the Central (Unemployed) Body for London (hereinafter called the committee) of the one part, and (hereinafter called the holder) of the other part, whereby the said committee and the said holder agree that the said holder shall have the use of the house and plot of land known as situate in the parish of Hollesley, and containing 4a. or thereabouts, subject to the following conditions, that is to say:—

(i) The holder shall receive from the committee, during a period of not more than three years, wages at the rate of 15s. per week. At the end of three years (or before) this agreement shall determine, and may be replaced by a permanent agreement.

(ii) Either party may determine this agreement upon giving one month's notice in writing to the other party.

(iii) The holder shall not damage or disfigure the house or buildings on his holding, and will keep all sanitary arrangements in good order, and may not keep pigeons, dogs, or guns.

(iv) No part of holding or house may be assigned or sub-let without consent of committee, which consent must also be obtained before a lodger is taken.

(v) The holder shall work his holding in accordance with the instructions of the committee's advisor, who will also keep a record of all that goes into the land and all produce sold from it, and will give instruction in packing and preparation for market.

(vi) The holder may take from his holding any vegetables for use in his own house, but must render a careful weekly account of any such to the advisor. All other produce, excepting that from bees, shall be considered the property of the committee and be marketed by them. At the end of each complete year under this agreement the committee shall render to the holder a statement showing the value received for his produce, expenses of marketing, and all other expenses, including seeds and manures, rates and taxes, holders' wage, and rent at rate of £6 per annum. At the determination of this agreement any balance there may be in favour of the holder shall be handed to him by the committee.

(vii) The committee undertake to pay the son of any holder under this agreement, who shall reach the age of fourteen and shall work on the holding, 2s. per week for the first year, 4s. per week the second year, and 6s. per week afterwards until the expiry of the agreement. Such payments to be counted against the holder when the final settlement is made.

(viii) The holder shall not erect or alter any shed or other building on his holding without first obtaining the consent in writing of the committee.

(ix) The holder may remove, lop or plant fruit or forest trees after first obtaining permission in writing of the committee, but not otherwise. This shall not apply to nursery plantations.

(x) The committee will provide the holder with two small store pigs, twelve pullets and a cockerel (selected by the advisor), with proper accommodation for the same, and may add a breeding sow when satisfied the holder is capable of undertaking its management, also a stock of bees in hive. The whole of the live stock to be managed by the holder, but to remain the property of the committee, to be dealt with as regards sale in the same way as vegetable produce.

(xi) The committee retain the right, either themselves or by deputy, to enter and inspect all holdings and houses at reasonable hours.

(xii) The holder shall pay 5s. per year or give two days' labour when called upon by the advisor, for keeping the village green, children's playground and holding fences in order.

(xiii) The holder shall join the Co-operative Association, and make full use of the same.

(xiv) Every notice, request or consent signed by or given to the superintendent for the time being of the Hollesley Bay Labour Colony shall be deemed to have been signed by or given to the committee, and any notice signed by the superintendent, and given to the holder, shall be to all intents and purposes sufficient notice to the tenant.

(xv) Should the holder fail at any time to observe and keep the conditions of this agreement, the committee may immediately enter and take possession of the house and holding herein described without payment of any compensation whatever, but should this agreement be terminated by one month's notice from the committee through no fault of the holder the committee will pay to the holder any credit balance that may be due on the holding account.

As witness our hands this day of , 190

Superintendent of Labour Colony.

Holder.

Witness.

I recommend that:—Subject to any changes that the experience of the first three years may show to be advisable, the following draft be adopted for signature on entry into permanent tenancy.

Permanent Tenancy Agreement.

Memorandum of agreement made this day of Tenancy 190 between Superintendent of the agreement Hollesley Bay Labour Colony as representing the Colonies (permanent) Committee of the Central (Unemployed) Body for London

Mr. Bolton
Smart.

12 Nov. 1907.

Tenancy
agreement
(temporary).

Mr. Bolton hereinafter called the committee, of the one part and
Smart. , hereinafter referred to as the holder, of the other
 12 Nov. 1907. part.

Tenancy
 agreement
 (permanent).

The committee agrees to let and the holder agrees to hire subject to the following conditions :—

(i) *Parcels.*—All that holding known as with the messuage, buildings, land and appurtenances, containing more or less, situate in the parish of Hollesley in the County of Suffolk now in the occupation of .

(ii) *Exceptions and Reservations, Timber and Minerals.*—Except and reserved to the use of the committee all timber and other trees, underwoods, mines and quarries, stone, sand, clay, gravel, and other minerals, upon or under the said lands with liberty of ingress, egress and regress for the committee, their agents, and workmen, to plant, fell, and take away timber, trees, and underwood, and to work any mines, quarries or pits, stone, sand, clay, gravel, or other minerals, and for all reasonable and necessary purposes, paying reasonable compensation for all damage (if any) done thereby.

(iii) *Duration of Tenancy.*—Until the death of the holder, unless previously determined by six months' notice, in writing given by either party to the other. Should a successor be ready to enter before the expiry of the notice, the holder may leave at any time by arrangement with the successor and superintendent on paying proportion rent due to day of leaving.

(iv) Where the committee terminates the tenancy without there being a fault on the part of the holder, the holder, upon quitting the holding, shall be entitled to compensation which shall include, beside the ordinary tenant right valuation, a valuation of any improvements.

(v) In the event of any difference arising as to the amount of compensation for disturbance, the difference shall, in default of agreement, be settled by arbitration, as hereinafter provided.

(vi) The committee shall have the right on giving three calendar months' notice to expire on any quarter day, to resume possession of any part of the land which may be required for building purposes, working minerals, or for the purpose of a railway, road or any public undertaking on compensating the holder for his tenant-right therein and making a *pro rata* reduction in the rent, or on giving the holder another parcel of land equal in area to that taken from his holding.

(vii) The holder shall keep roads, other than main roads, upon or immediately adjoining the holding in good order. Such roads as serve more holdings than one shall be kept jointly by the holders using them.

(viii) When a holder determines his tenancy, and wishes to nominate his successor, the committee will, other things being equal, favourably consider the nomination. When twelve or more holders are in possession, and associated in a guild, the committee will allow the meeting of the guild an opportunity of objecting to any proposed holder, but retains to itself the right of granting or withholding possession to any applicant.

The Tenant's Covenants.

(i) *Valuation on Entry.*—To pay to the committee on entry the amount of the tenant right valuation due to outgoing tenant by law, custom or otherwise.

(ii) *To Pay Rent, etc.*—To pay the said several rents on the days appointed for payment, and to pay all taxes and rates, deductions and outgoings whatsoever except land tax and landlord's property tax and tithe.

(iii) *To Insure.*—To insure all the premises in the name of the committee in the office, at such sum as shall be fixed by the said committee, and to pay the annual premium when due, and in case the holder shall neglect to insure or to pay the premium, it shall be lawful for the committee to insure and pay such premium, and to recover the same as rent in arrear.

(iv) *Not to Assign or Underlet.*—To inhabit the house with his family, not to assign or underlet the said premises or any part thereof, or to take in a lodger, without the consent of the committee.

(v) *To Keep in Repair.*—To keep and leave in good repair the dwelling house and all the buildings with all fastenings and fixtures thereto with all needful reparations, paintings and cleansings, and also all the pumps, ditches, fences, drains and channels under gateways, damage by reason of fire excepted, and to paint or limewash once

every three years all the inside parts of the buildings usually painted and limewashed, and not to erect, remove or alter any building without consent of the Committee. (permanent)

(vi) To cut and scour the fences and ditches when and where necessary, in a proper manner.

(vii) *To Cultivate and Manage.*—To cultivate and manage the holding in a good and husbandlike manner, keeping the same well manured, clean and in good heart and condition to the satisfaction of the advisor or other appointed agent of the committee.

(viii) To spend on the land all the manure and vegetable waste produced on the holding.

(ix) Any tenant may remove or plant fruit or forest trees after first obtaining the consent in writing of the superintendent of the colony, but not otherwise. This shall not apply to trees planted and kept for purely nursery purposes.

(x) To pay 5s. per year, or give two days' labour when called upon by the committee for keeping the village green, children's playground, and road fronts in order.

The Committee's Covenants.

(i) To provide upon the colony estate all materials for inside painting and repairs, and to do necessary outside painting and repairs.

(ii) To provide, on entry, fences good against stock and netted against rabbits.

(iii) To plant not less than 2 acres on each holding with fruit trees.

(iv) To allow the holder, through the Co-operative Society, use of the colony market waggons, and to charge for same not more than actual out-of-pocket expenses.

General Provisions.

(i) The said holder is at liberty, subject to the foregoing covenants, to vote as he likes, to worship where he likes, and to farm as he likes.

(ii) *Reference of Disputes, Rental Value, and Tenancy to Arbitration.*—Every valuation under this agreement and all disputes arising between committee and holder touching these presents, or anything herein contained, or the rights, duties, and liabilities of the committee or holder hereunder shall be made by or referred to arbitration, the said arbitration shall consist of two independent valuers, one to be named by the committee and the other by the holder, and an arbitrator appointed by such valuers. The decision of the said arbitration shall be final and binding upon both parties and the cost of the proceedings shall be borne in the manner directed by the said arbitration, and these presents shall be deemed to be a submission to arbitration within the meaning of the Arbitration Act, 1889, or any statutory modification or re-enactment thereof for the time being in force.

(iii) *General Provisions.*—If, and whenever, any part of the said rents shall be in arrear for three months, or in, and whenever the holder shall become bankrupt, or enter into any composition with his creditors, or any execution shall be levied upon his goods or chattels, or upon the premises, or any of such goods or chattels shall be seized or taken possession of under any bill of sale or security, or if and whenever there shall be a breach of any of the covenants by the holder herein contained the committee may re-enter upon any part of the said premises, and thereupon this tenancy shall actually determine. Every notice, request or consent signed by or given to the superintendent for the time being of the Hollesley Bay Labour Colony shall be deemed to have been signed by or given to the committee; and any notice signed by the superintendent and given to the holder shall be to all intents and purposes sufficient notice to the tenant.

As witness the hands of the said parties :—

45. The scheme may be summarised as follows :—

(i) Select men for Hollesley not over forty-five years of age willing to leave London and settle on the land.

(ii) After three or four months' training, if the man and his family are found suitable for settlement, a cheap cottage should be provided on the estate, to be occupied by the family during the remaining term of training.

Summary
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 Bay.

(iii) At the end of one year, or whenever qualified by training, pass on the family to a small holding under a "temporary tenancy."

(iv) As a final step a man would get a "permanent tenancy," subject to conditions agreed upon.

46. This would involve:—

(a) The erection at Hollesley of at least fifty cheap cottages, costing about £140 each, suitable for occupation by the men and their families during the first year of training.

(b) The erection at Hollesley of twenty-five cottages suitable for the sample group of "small holdings."

(c) The purchase of other estates for the purpose of "small holdings," with the erection of suitable cottages for the same.

47. The complete scheme would obviate the objectionable separation of husband and family for long periods, and would ensure a constant outflow of trained men to occupy the small holdings provided. Unfortunately the scheme has been retarded owing to circumstances over which the committee have no control. The only cottages at present sanctioned are twelve forming part of the proposed group for small holdings at Hollesley. The Local Government Board has refused to allow any more men to be placed upon the selected list for training, and no man is to be permitted to stay upon the colony longer than sixteen weeks.

48. *The Farm.*—The farm is under the management of a skilled agriculturist, and the farm hands resident when the estate was taken over have been retained. The farm is primarily a sheep farm, the soil being sandy loam, nearly 600 acres being arable. We run a registered flock of pure Suffolk ewes, ranging from 300 to 400. Bullocks are fed, and we kill what are required for consumption.

49. There is a model dairy with about twenty cows, and this number will be steadily increased.

50. We have a good herd of Black Suffolk breeding sows, and use a White Yorkshire boar for breeding purposes.

51. The fowl farm has been started, and about 1,500 chickens hatched off this season by sitting hens.

52. There are about thirty-five horses on the estate.

53. There is a steam mill for grinding cattle food and the same engine is used for threshing and chaff cutting.

54. The farm does not employ much of the ordinary London labour, but the farm manager is responsible for the training of the emigration men. These are taught milking, butter-making, the general management of stock, and all kinds of general farm work, including the handling of horse implements. Lectures are also given by the farm manager upon various agricultural subjects.

55. *Works Department.*—This department is under the direction of a competent manager, and includes a fine range of workshops for farriers, blacksmith, carpenters, joiners, painters, plumbers, and all kinds of repairs and general estate work.

56. The valuer's schedule of dilapidations at the time of the original purchase of the estate was of almost appalling length, repairs being required more or less urgently on every building on the estate.

57. *Water Scheme.*—After painting the college buildings externally, the water supply called for attention, and an extensive scheme was undertaken. A cast iron cistern, holding 9,000 gallons, was erected on a steel frame 45 feet high, a 3-inch main laid, and a 2 h.p. oil engine installed to pump water from a spring to the cistern, from which the college and new cottages are supplied.

58. The cost, exclusive of colonists' labour, was £1,100. The work was undertaken by a contractor, provision being made in the contract for the whole of the unskilled work to be done by colonists.

59. A good boiler and hot water system was fixed in the college, and eight shower and three long baths provided. The whole has proved very satisfactory.

60. *Settlers' Cottages.*—Cottages to take prospective settlers, permanently or temporarily, were decided upon, and a start was made with four, the number afterwards being increased to twelve, which cost in wages and materials £180 each, colonists' labour to the value of £38 per cottage not included. Six of these cottages are built

with the external walls of concrete, and partition walls of brick. Mr. Bolton Smart.

61. These are arranged with a large living room, scullery (with bath and copper), and three bedrooms, each room containing some fixture furniture, all on the ground floor, while a strong floor is provided above the whole ground floor area as a storeroom for produce, with an outside entrance. 12 Nov. 1907.

62. The other six cottages are built in pairs, with bricks made on the spot by the colonists. These bricks are cement and sand, and require no burning. Water from the tower has been laid on to each of these houses.

63. *Cottages upon the Estate.*—There were twenty-six cottages upon the estate, and these, when taken over, all required a thorough overhauling; two were added to extensively, and one quite uninhabitable is again occupied.

64. *The College Laundry* was situated about one mile from the main building. The whole of the fittings were removed and erected in what had been the chemical laboratory. The old laundry building was then partitioned and fitted as a residence, and is now occupied. Laundry, stores, sheds, stables, offices, etc., at Hollesley Bay.

65. A range of old garden sheds, 90 feet long by 40 feet wide, has been converted into a model fruit store.

66. A dilapidated wood shed, 60 feet by 14 feet wide, has been strengthened, and a concrete floor and fittings added, suitable for a garden potting shed.

67. Part of an old store has been converted into a bakery, with oven and flour store.

68. A range of old insanitary stables has been pulled down, and new ranges erected in place to accommodate eight horses.

69. The whole of the several sets of farm buildings have been restored, and in some cases improved.

70. The whole of the outside, and part of the inside, of the extensive college buildings have been repaired and painted.

71. The mens' lavatories have been converted from open latrines to dry earth closets.

72. An underground cistern has been constructed in the gardens, with pump, and into this is drained the laundry and urinal. This is emptied each day and used for manurial purposes, as also is the soil from the earth closets.

73. Three other such cisterns have been constructed in the gardens, into which has been drained the liquid running from the pig yards.

74. The waste water from the baths and sculleries is drained to soak-aways, some 200 yards from the college; the sediment cleared from these is treated with soil and then utilised as manure.

75. *New Work.*—The following new buildings, etc., have been erected:— New buildings, etc., erected.

(i) Twelve cottages for small holders.

(ii) A packing and sprouting shed on concrete foundations, with concrete floor, weatherboarded sides and tiled roof. Dimensions, 400 feet by 15 feet.

(iii) A farm implement shed, 110 feet by 21 feet.

(iv) A slaughter-house on most approved lines.

(v) Six large fowlhouses.

(vi) One three-quarter span greenhouse, 150 feet by 12 feet. Three full span greenhouses, each 40 feet by 12 feet.

76. *Brick-making.*—250,000 cement bricks have been made, most of which have been utilised in the above work. There are fine deposits of sand and gravel on the estate, and large quantities have been raised for concreting, brick-making, and road-making.

77. *Religious and Social.*—A weekly service is arranged for members of the Established Church, and is conducted by the curate of the parish. Religious services.

78. The Roman Catholics are cared for by a priest from Bury St. Edmunds, who visits and stays the week-end, generally once in three weeks. During the summer the men have been kindly invited to attend the private chapel of Sir Joseph and Lady Walton at Shingle Street.

79. An undenominational service is held every Sunday night, and is conducted alternately by the superintendent and his assistant, with any other help they may find available.

Mr. Bolton
Smart.

80. An adult school is held every Sunday morning at 9.15.

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81. During the week there are usually two lectures, a debate, and a concert.

Recreations.

82. Owing to the kindness of friends, especially the Rev. Russell Wakefield and Mr. Walter Coates, the men are well provided with games, including cricket, football, quoits, billiards, bagatelles, etc. Good sea and river bathing are also available in summer. Ploughing matches and athletic sports took place at Easter.

Graded
colony
system.

83. *The Colony System.*—In considering the wisdom or otherwise of adopting the colony system as a method of dealing with the unemployed, it should be remembered that to be effective three types of colony will be necessary :—

(i) The training colony for selected men.

(ii) A colony for men who have some defect in physique or character.

(iii) A colony for the treatment of the man who has thoroughly made up his mind never to work again.

84. In the first of these the largest possible amount of liberty should be given, and the best elements in the men should be appealed to along the lines of privilege and hopeful prospect.

85. The second class should be subject to very careful supervision and steady discipline.

86. The third class should be subject to compulsory detention, and the dietary table should have vital relation to the amount of work performed.

87. The men who failed to appreciate No. 1 could be sent to No. 2, and if necessary No. 3, but the predominant intention and spirit of the whole system should be a determined redemptive effort to lift No. 3 to No. 2, and No. 2 to No. 1.

88. Above all, the men engaged in the training and oversight of the colonists must be of a type capable of high moral enthusiasm, with a keen sense of the gravity and greatness of their work.

89. *Cost of the Colony.*—The question most often and eagerly asked is, "Will it pay?" In the sense in which that question is usually asked it certainly will not pay. But if the question is asked in the only fair way, that is, in the presence of the problem, it will be easy to show it pays, economically and socially equally well.

90. Here are a given number of London men out of work, with wives and families dependent. They cannot be allowed to starve, and apart from the provisions of the Unemployed Act of 1905, there is no other beside the Poor Law. This can be applied either in the form prescribed by the "Labour Test Act," or by taking the whole family into the house. The former is practically impossible for London for various well-known reasons. While the cost of the "house" treatment would be at least double that of the colony, that is, taking the gross cost of the colony system at 25s. per week per family.

91. But the economic advantage, important though it may be, is surely less important than the physical and moral advantages of the colony system. To put it briefly, in the "house" system you are destroying the home, and demoralising the man at enormous economic and moral cost.

92. In the colony system you are preserving the home, improving the man, and making a future of good citizenship possible with a 50 per cent. saving of costs.

93. Incidentally you are doing more than all these things put together, for in providing facilities for settling the derelict townsman on the land, the men in our villages will inevitably share the privileges of easy access to the land, with facilities for necessary loans.

94. Thus by easing the overcrowded labour market of London and facilitating the re-population of rural England, one of the tap roots of the unemployed problem would be reached.

84502. (*Chairman.*) As I understand, Hollesley Bay, as at present organised, does two classes of work; it takes people for a certain time, puts them through a course of sixteen weeks' training, and then either sends them back to the place where they came from, or, possibly, obtains employment for them. That is the class that passes through. Then, in addition to that, there are certain holdings with houses on them, and the occupants of those

have entered into contracts with the proprietor and they are in the position of what I may call sitting tenants, are they not?—No, that was the original intention, but that is not the fact now.

84503. What is their tenure?—They are simply now engaged as garden labourers. We were not allowed to carry on our scheme.

84504. Are they liable to be sent back after four months?—We do not know that. At present we are allowed to keep them, but I do not know what the future of those men is going to be yet.

84505. I think I have accurately described what happens to the great bulk of the men; they go for sixteen weeks' training, either in agriculture or horticulture; then they either try to get work outside or go back to where they came from?—It should be training, and that was the original intention; but, except in the cases that we know are booked for Canada, the intention of training has necessarily been interfered with, because these men are going back to London again. As a matter of fact they are trained because they are doing the work, but we have not the same purpose directing us, and the men have not the same outlook to help them.

84506. The original idea was these men should be trained for a certain time and when trained should be in some way or other attached to the estate?—Not necessarily that estate. The idea was to train men to become small holders on their own account, it probably might be wise to settle one group at Hollesley Bay on that estate, and when that was occupied other estates should be purchased and broken up for small holdings, the rough work to provide work for the larger crowd who needed temporary help; and then, as we were able to train men at Hollesley Bay, having first settled our group there, the trained men would be sent on to these other estates.

84507. The group that has been formed at Hollesley Bay was the commencement of the system which has been truncated?—Yes.

84508. Was Hollesley Bay purchased or given?—It was lent in the first instance, and then purchased by London.

84509. We will just take the system as it is. I think you give in the Appendix to your Statement (*See Appendix, No. CI.*) a list of the persons who have come there; it is about 1,700. We will take the Statement up to the date at which it was written, because there may be some little changes since; we have a classification of those as to what has happened to them. I see there is: "Time expired, migrated." I suppose migration assumes that they got some employment?—Yes; that would include the twelve men in the cottages built originally and intended for small holdings, as the men trained for small holders and that class would include one or two other men settled there in other kinds of work—men who have been migrated to other parts of the country.

84510. Then "emigrated." That is, of course, only the number, I suppose, of heads of families?—Yes, in each case that would be a family.

84511. I suppose you multiply that by at least three?—Five.

84512. Have you heard at all from those who have emigrated as to how they have done?—A large number.

84513. On the whole is it satisfactory?—Quite.

84514. Did they all emigrate to Canada?—Yes.

84515. Are they looked after there at all, is there some means of supervision?—Through the ordinary emigration agency I think.

84516. You are quite satisfied with that side of your work?—Yes, quite, except that I think we are sending the best men away, that I should have liked to have settled here.

84517. You have got work for 338?—That does not necessarily mean that we have obtained the work; many of those obtained it themselves.

84518. I suppose you would contend they would not have got the work if they had not gone through this training?—They were in a better condition to look for work, certainly.

84519. I suppose these first four sets of figures form your successes and the last three are those who were

Tenure of
occupants of
cottages
Hollesley
Bay.

Work of
men at
Hollesley
Bay.

Original
idea of
training
Hollesley
Bay.

Men
migrated
from
Hollesley
Bay.

Emigrati

Numbers
who have
obtained
work.

Discharge

Will farm
colonies
"pay"?

unsatisfactory?—Not necessarily unsatisfactory. The only unsatisfactory would be the discharges—119 out of 1,711.

84520. "Failed to return from furlough," would be unsatisfactory, would it not?—Not necessarily. There would be included in those men who had obtained work.

84521. (*Mr. Russell Wakefield.*) One object of the furlough is to enable men to get work?—Yes.

84522. (*Chairman.*) I suppose you would contend that you cannot test what has been done because the original idea has not been given effect to?—Except so far as the ability and the conduct of the men goes.

84523. What is your experience of the men? Their conduct on the whole has been satisfactory?—Quite.

84524. You had one trouble, but with that exception I understand you have not had any?—No, and that was really a very foolish thing, there was nothing behind it all.

84525. That would account for a large number of the 119, would it not?—Yes.

84526. The men that you get are the more or less picked men from the registers?—Yes.

84527. What has been the result of their work; you have a garden, I think, and an expert gardener?—Yes, there are about 118 acres of gardens.

84528. You have an expert gardener?—Yes.

84529. What is his opinion as regards the work of these men, as compared with others?—His opinion is very high indeed. He is abundantly pleased with the men, and thinks they are far more teachable and shape a good deal better at a new employment than local men would. They are naturally quicker, being townsmen.

84530. You have not had any amount of skulking or shirking?—No.

84531. And the conduct generally has been very good?—Very good indeed, excellent.

84532. Except on the occasion of that outbreak have you had to discharge any considerable number for misconduct?—No, very small, just ones and twos; it would come to about 7 per cent. altogether, and I should say about 5 per cent. of those would be through the drink, and only about 2 per cent. through laziness.

84533. I suppose you would infer from that that there was a good deal of inherent good in these people, which was brought out by the training?—Yes. My hope is very much higher than when I first began.

84534. Taking that part of your system by which people are put in small homesteads, how many have you in those homesteads now?—Twelve.

84535. Are they all Londoners?—Yes, not all of them London born, three are country born and nine are London born.

84536. How long has the longest of those been in these holdings?—The longest just on two years.

84537. Are they satisfactory?—Quite.

84538. Are they satisfied?—We had one case that was not wholly satisfactory, but it was entirely the fault of the lady. The man was a capital man, the wife was wrong—dissatisfied, I am sorry to say.

84539. As far as you could judge from this limited experience, the occupants of these homesteads are satisfied with their rural surroundings?—Entirely.

84540. Would you explain a little more fully what was the original idea. These people were to be trained, then were they to be put on small holdings or allotments?—Small holdings under the new Act?—Of course, the amount of land we proposed to give might have come under the Allotments section. We proposed to begin with a minimum of 4 acres, and you can go up to 5 acres under the Allotments section.

84541. But there would have been no houses?—The parish councils have authority to erect houses.

84542. How was the original idea financed?—In the first instance, it was quite voluntary; then we came to the parting of the ways, when the Act of 1905 came in, or rather before that, when Mr. Long's Committee, the committee nominated by him as president of the Local Government Board, came into operation; he set

up, as you know, machinery for London, and then we were financed partly from the rates and partly from voluntary sources. Everybody knew that would break down, and when we came on to the Act of 1905, which confirmed and somewhat extended Mr. Long's machinery, we were compelled to seek other means of subsistence, and that came in the form of an exchequer grant.

84543. (*Sir Samuel Provis.*) You got the Queen's Fund first?—Yes, that was previous, during Mr. Long's period.

84544. (*Chairman.*) Have you at all thought out, if the old scheme had gone on, how you would have financed it and how you would have worked it?—Yes.

84545. I will tell you the criticism, and perhaps you will frame your answer so as to meet this criticism; it may have been said: "This is excellent, but it is so microscopic and the expense is so great that it would not be capable of any very large development?"—My answer to that is really that this scheme is only contributory to the whole question. No one ever dreamed this was going to settle the whole unemployed question. We simply look on it as one means of dealing with a certain number of men, and personally I believe that the indirect fruits of it will be greater than the direct fruit; that is, I believe we must deal with the causes of our surplus labour in the towns, and one of the most direct ways of dealing with that is to make some arrangement which will facilitate the settlement of men on the land in the country. You cannot do that with the townsmen without doing it at the same time for the countrymen. You will be able to settle a considerable number of townsmen on the land in this way, and at the same time you would be facilitating the settlement of the countryman there. We not only want facilities for getting on to the land, but we want, what I believe the townsmen will be able to supply perhaps more readily than the people who are already in the country, and that is the proper social organisation of the village community. I believe in that direction very much work will be done by the settlement of the townsmen in the country.

84546. Do you think the people so settled will be able to maintain themselves?—Yes, if they are settled on the lines suggested. I do not think for a moment you are going to make the townsman a self-supporting citizen in an isolated small holding, and I do not think you will the average countryman.

84547. How would the multiplication of holdings, one contiguous to the other, enable the individuals in the aggregate to support themselves?—What we say is that they must necessarily run on co-operative lines, the holding to be held with every security of tenure short of freehold, and the whole thing to be run on co-operative lines, as to buying and selling. We all know that when the small holder buys a small quantity, he pays the retail price, and when he comes to sell his produce he gets wholesale price, and a man who buys retail and sells wholesale will not do. Moreover, we find that all the conditions will be more hopeful. Take the question, for instance, of cultivation. Whenever horse labour is needed, implements, and so on, all those can be best bought and utilised if they are run on co-operative lines. Then, again, a considerable group, say of fifty, could have a certain amount of oversight and continued skilled training. Moreover, a group of that kind could avail themselves of all the advantages of county council classes for instruction and that sort of thing. In fact, the advantages are almost without number for the co-operative system against the individual.

84548. If this system is developed it seems essential that there should be at each one of these communities, a skilled adviser or superintendent?—Certainly, for a time at any rate that would be necessary.

84549. If such a system were to succeed it would almost seem that the persons who would first take advantage of it would be persons reared in the country, because they would have more aptitude for this sort of thing than a townsman?—I do not think there would be any difficulty about that, because I think you can train, on the lines laid down in my Statement, the townsman who has known nothing of country life at all, until he comes down there.

84550. Would he have his small holding?—He would get the twelve months' preliminary training on the training colony. The proposal there is that after three months the man should be joined on the colony by his family,

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Objects and advantages of small holdings scheme

Importance of co-operation in agriculture.

Possibility of training townsmen for the land.

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Possibility
of training
townsmen
for the land.

and occupy a cottage, if after twelve months he is still found satisfactory, and the wife is suitable, and everything is favourable, then give the man what is called here a temporary tenancy of a small holding. That should continue for three years, during which time the man should be paid the rate of wages of the district, and a ledger account should be kept against the holding, the authority, whatever it might be, or the colony, providing the capital for the same, and skilled oversight. Then at the end of the three years, (the whole of the three years is simply three years' further training and further testing of your man), if there is any credit surplus, that would go to the man. At any time during that three years, if you discover you have got the wrong man, you must try and deal with him in some other way. If you had a group of these side by side, you would have the inestimable advantage of comparison, you would know whether it was the fault of the system or whether it was the fault of the individual man. By the time you get to the stage of granting what would be called the permanent tenancy, you would have had ample time both to test and train the men. That permanent tenancy should give to him, as I have said, every security short of freehold, should give him all the advantage of security for improvements should he voluntarily relinquish occupation, and should give him a guarantee that his rent should never be raised beyond 4 per cent. on the capital involved.

84551. Two questions occur to me, namely who is to be the authority who is to provide the fund and set this in motion, and then assuming you answer that, how are you going to select the persons whom you would put on the holding; because whilst your scheme might be an excellent one for a social, philanthropic, or if you like business experiment, it seems to me an extremely difficult one for any authority to work out, representing a large number of people of all classes and of all kinds?—Before I answer that I should like to keep two things distinct; I think they are quite distinct; that is the experiment as such, and any large scheme that might grow out of the experiment. I think that the first and the most important thing for the present would be the experiment, and that experiment I think should be in the hands of the best people you can get, I do not care who they are, or what authority you go to, so long as they are competent.

84552. Your idea is to make the experiment, and you would make it in connection with some of these difficulties which have arisen with regard to the unemployed, and then upon the success of your experiment would, of course, depend the further extension or diminishing of the big scheme?—What I feel is this, that we are suffering now from what I will call incomplete legislation; good as far as it goes, but it does not go far enough, it is not effective; and that the way to cure that is, first of all, to prove that you can do something, that we have facts to go upon instead of theory. My own feeling is that it is not beyond the skill of the House of Commons to devise a scheme if they were quite sure that what they were doing was wise.

84553. You have in your statement ultimately the colony divided into three heads; there would be a training colony for selected men, then you would have a different type of men who have some defect, and then I understand you would have some other colony for the idle and lazy?—Yes, three types of colony, but I should like to make them all part of one scheme. I should like it very clearly understood that I have never met the man yet that I considered hopeless.

84554. Your experience is that that class forms a very small proportion?—Yes, of that class, and they are not hopeless.

84555. It is a very interesting experiment which you advocate; I should like to go into what has been the cost of the experiment so far as it has gone, in connection with Hollesley Bay. What sums have been spent?—I cannot give you what one might call the grand finance. I have no means of giving that, you must get it from the central body. I can give you, if you wish, the cost of feeding, or anything of that kind, but that is not what you want, is it? (A statement as to cost, &c., of Hollesley Bay was subsequently furnished to the Commission by the Central Unemployed Body.)*

84556. That goes some way. I rather wanted to get the whole of the cost, because it might be alleged that this was a very interesting experiment, but the cost was prohibitive for trying it on any big scale?—It seems to

me, of course I am only using the figures that have been reported to me, I do not know whether they are correct, that if the estimated gross cost is anything like what it is said to be, it is a very moderate cost as compared with what otherwise must have been spent, if you use the only machinery that remains to deal with these people. I have always approached the question from this standpoint, that the elementary doctrine, lying at the root of the poverty problem in this country is, that no man must be allowed to starve. Immediately you get that you ask: What machinery has the State set up for preventing a man starving? The only machinery set up before the Act of 1905 was, of course, the Poor Law; therefore the proper comparison is the cost of the present scheme, with the only alternative set up by the State, the Poor Law; and, if you take to the relative cost of those two I think there is an immense advantage on the side of the colony;—say the cost is even 30s., but it is nearer 25s., I presume, than that. The cost of a family under the Poor Law cannot be less than £2 10s. a week, and it is nearer £3 I think you will find.

84557. (Bishop of Ross.) For an individual?—No, a family. We are dealing only with married men.

84558. (Chairman.) You give here a list of the occupations, they seem to be very varied, they include almost every class?—Yes.

84559. There was a certain number marked general; I suppose those are general labourers?—Yes.

84560. Was there much difference between the work of the men who had been accustomed to work with a spade, or remove material, and the others, after a few weeks?—I think you get advantages both ways. You get a man who has been accustomed to doing mechanical work only with a spade, it does not want much head work at all, he will handle a spade very well indeed, but if you get a clerk who has been accustomed to use his head, that man can learn to use a spade much more readily than the other learns to use his head. You get it both ways. You get more physical power with less mental equipment, but we have not had much difficulty in teaching either of the men. Of course, the higher the mental capacity the more easily you can teach.

84561. You did a number of tasks, such as making bricks, or things of that kind. Were the men taught by your staff, or were they practiced brick-makers?—We made bricks that can be made by any intelligent man with an hour's instruction. They are cement bricks, and there is no burning; it is not highly skilled work at all. First of all you must have very great care in mixing the cement and sand, and getting the right proportions, and the next thing is to get them properly pressed into the moulds. There are two advantages to us, first that the unskilled labourer can do it, and secondly there was a saving of about 10s. per 1,000.

84562. You would contend that, putting the financial question on one side, the moral result of what has been done has been very good?—I think it has been splendid

84563. In the case of the men who have gone back to London, you are not sure they have not lapsed?—I cannot say about that. I think it would be most interesting to follow those men and find out.

84564. You have occasional communications from them, I suppose?—We have letter after letter, asking if they can come back again, most of them stranded, I am afraid.

84565. (Mr. Patten-MacDougall.) The initial cost of the settlement was paid out of the rates?—Yes, the current rates.

84566. There was no question of a loan?—I think not.

84567. That was never thought of?—I think it was paid out of current rates.

84568. I see that you say in Paragraph 48 the farm is primarily a sheep farm?—Yes.

84569. The soil being sandy loam, nearly 600 acres being arable. Is sheep farming the main business to which the men apply themselves?—The men are not on the ordinary farm at all, except the men we are training for Canada.

84570. It is for their benefit that you retain the sheep farming industry?—Yes, we do not make the sheep our

Cost at
Hollesley
Bay com-
pared with
cost under
Poor Law

Quality of
the work of
different
classes of
men.

Brick-making
at Hollesley
Bay.

Moral
results of
Hollesley
Bay.

Initial cost
of settlement

The farm
at Hollesley
Bay.

* Not printed.

Authority
to manage
small
holdings
experiment.

Graded
colony
scheme.

Question of
cost of
Hollesley
Bay.

the farm
Hollisley
ly.

main factor; it is primarily a sheep farm from the character of the ground, and so on, but we also have a good dairy.

84571. You utilise it now for training men whom you propose to send on to Canada?—Yes, I have now just over forty men, I think, who are booked for Canada next spring. They will be taught dairying, and just the rudiments of farming, how to handle implements, and so on.

84572. Are these men that you are so training, the unemployed from London?—Yes.

84573. How do you find them do?—Very well indeed.

84574. Do you teach them dairy work as well?—Yes, we teach them milking, and butter-making thoroughly.

84575. When you send them to Canada, whom do you send them to, usually?—They go to farmers usually, through the ordinary agencies; the Central Body do that.

84576. You assist them to find places there?—Yes, just in the ordinary way. The primary intention is that they shall settle on the land, and many of them do.

standard of
accommoda-
tion in
cottages at
Hollisley
v.

84577. (*Miss Hill.*) I am anxious to know whether you have any information as to how this experiment presents itself to the agricultural labourers in the neighbourhood. You are retaining, I gather, those that were working on the farm?—Yes.

84578. You propose to float these people in a different position from the ordinary agricultural labourer?—In what way?

84579. I see your cottages are to have a bath-room, copper, linen-room, three bedrooms, fixed furniture and large store-room?—Yes; I should be extremely sorry to set up the same standard of cottage that we have in Hollisley Village.

amount of
allowance to
wife and
family.

84580. Only what you are doing, it seems to me, is to find men, who after all are the broken down, and put them in a better position than people who have worked?—These are not broken down men, they are selected men.

84581. With regard to your procedure, you arrange, I gather, that the wages shall be 15s. a week, with 1s. additional for each child. Is that a principle?—That has been corrected, or should have been, 15s. is the actual payment, there is no addition for the child.

84582. That should be eliminated?—Yes; the actual payment is 15s.

84583. That rather suggests the old Poor Law way of going on?—Yes.

possible
fluctuations in
serious
expenses at
Hollisley
v.

84584. (*Mr. Gardiner.*) With regard to those figures you have promised to get for us, you would probably say, would you not, that some of the initial expenses at Hollisley Bay were very heavy, and they will be avoided in the future?—We know our business better, for one thing.

84585. That would apply to some of the housing accommodation that has been made, would it not?—I do not think you can do better than we have done in the way of housing, except you are going to build houses for temporary occupation. Of course we could build them very much more cheaply in terraces, and so on; but that would never do if you had small holdings in view.

84586. What I meant was those buildings that formed the college originally. Those are very much more costly?—Yes. But I think if you want to build substantial buildings like that you would pay a good deal more than we did.

84587. What I meant was: Could you get satisfactory buildings at a lower price than the college cost?—Temporary buildings?

84588. For fifty years, for instance?—Yes.

cost of
board and
lodging per
head.

84589. (*Dr. Downes.*) With regard to Paragraph 16, shall we, in the figures we are getting as to cost, have the cost of board and residence given to us?—I can give you that now, if you like.

84590. What is the average cost of that?—It is 5s. 6d. per week for food, and 10d. for necessaries for a man for a week. That is brought down to date.

84591. What would be the other expenses connected with this?—Administration expenses and travelling, and the allowance in London.

84592. How much would that be?—I understand the average allowance in London comes out to 14s., but I know nothing of that. I know nothing of the London end.

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84593. And the administrative expenses?—They are Allowance given here; I do not know what it comes out per man. to wife in It is all there so far as the local administration goes. London. Then you must add on to that the London end. There is the whole machinery of London to be taken in.

84594. Shall we have that in the return you are giving us?—Yes.

84595. Is there anything put down for the cost of medical attendance and sickness?—No. That is very small.

84596. What are your arrangements for the medical Medical attendance, etc., at Hollisley Bay. attendance?—We have a doctor three and a half miles away. We send for him very occasionally.

84597. Do you pay him a fixed salary?—No. So much a case. He charges 5s. for the first visit, and 2s. 6d. each visit afterwards per patient. That includes medicine.

84598. Have you sent any cases away to an institution?—One only. That was to the local asylum. It was too bad a case to travel.

84599. Have you had to arrange for any operation or any serious cases?—No, we have been marvellously fortunate.

84600. The cost of food, 5s. 6d. a week, would be a high Wages and average for a man engaged in agriculture, would it not? expenditure What would the cost of the food of a labourer in your dis- of agri- of agri- triect be?—I could not say. I can tell you what the cultural earnings are. Thirteen shillings a week is the wage of the labourers. labourers. the labourer—that is the ordinary labourer—and some of them get more than that, and they get a cottage.

84601. He could not afford 5s. 6d. for his food?—In addition to that he gets harvest money, which would come to anything from £5 to £7 a year; and he gets the equivalent of a bushel of malt.

84602. Do you think that the local agricultural labourer could afford 5s. 6d. for his food?—I think so.

84603. Out of 13s. a week?—Yes, I should say so. The man gets the biggest pull. Of course, you have to remember that that man, in addition to his 13s. a week, will have his garden to go to. I have taken everything into account from our garden at market price, which is a very considerable item.

84604. In the Appendix to your Statement you tell us that the farm hands cost £21 17s. 10d. per week. You do not tell us how many hands?—I think it is eleven men and nine boys.

84605. What is the wage of the men?—It depends on what they are. As I tell you, the standard wage in the district of an agricultural labourer, that is the man who has not any specific work on the farm but general work, is 13s. a week and a cottage, with, on our farm, £7 for harvest, and the equivalent of a bushel of malt. In addition to that he has a good garden, and, if he wants it, potato ground. Then you go up to £1. Our dairyman, for instance, gets £1 a week and a cottage; and then you ought to understand also that the men we have in the cottages are not farm labourers, they are gardeners; and the standard for a gardener's wage in the district is higher than for an agricultural labourer; they are working entirely in the garden, they are not on the farm.

84606. I want to know more particularly as to the agricultural labourers employed by you; you are paying them the wages of the district?—Yes.

84607. Neither better nor less?—It may be a little better than the average, but very little; it is too low, I know.

84608. Have you had any complaints as to your Complaints competing with the neighbours in the sale of produce?— as to Yes. Hollisley Bay competing with local growers

84609. What form have those complaints taken?— They have made the suggestion, first of all, that we were underselling the market; and I met that by asking two of the largest growers in the district to examine my ledger, which they did; and they had to confess I had obtained better prices than they could. That exploded that. The next thing was that we were competing in

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- Ipswich with the local growers in selling. As a matter of fact the same thing was said six months after I had finished sending there, but they did not know I had finished. At least 25 per cent. of the produce sent to Ipswich goes from Covent Garden market to-day, so that what little bit we sent made no difference; it was only local jealousy. I do not think we in the least injured the market there. We never send out anything except it is carefully graded. We stand in a very advantageous position. I have a huge family to feed, and we can eat all the seconds; we need a large quantity and we do a great deal of grading.
- Question of market facilities.*
84610. How far are you from the railway station?—Six-and-a-half miles.
84611. Have you any arrangement with the company?—Only the best freight they can give: they cannot make special arrangements.
- Conduct of men outside bounds.*
84612. Have you had any complaints with regard to the conduct of the men outside your bounds?—Absolutely none.
84613. How far off is the nearest public house?—About three-quarters of a mile.
- General improvement of men after stay at Hollesley Bay.*
- (*Mr. Phelps.*) Most of your men come from the town? All of them are town bred, are they not?—Most of them. I should think probably about 5 per cent. would be country born.
84615. That is they have passed through the town to you?—They may have been born in the country and gone to the town in childhood.
84616. Do you take careful observations of their physique during the time they are with you?—Yes.
84617. Do you weigh them and so on?—I have known cases where they have weighed them to the alarm of their friends.
84618. Do you take their measurements round the chest, and so on?—No.
84619. Do you find much improvement?—I should very much like to measure and weigh, but I do not think it is wise.
84620. You are satisfied there is a general improvement?—Decidedly so.
84621. Would you amplify that a little more?—I should say that the improvement in physique is very remarkable.
- Efficiency of men at gardening and farm work.*
84622. In what ways does it show itself?—In the general bearing of the men, their ability to work, and so on, the keenness they have for their work and everything about them. It is the general improvement all round.
84623. Most of these people come from the towns, and are ignorant of agriculture, I suppose?—Yes.
84624. Do you find much difficulty in their picking up the ordinary work?—No. We find they make most excellent gardeners. We have not attempted of course to make them agricultural labourers in the ordinary sense of the word, excepting where we are sending out men to Canada.
84625. For instance, with regard to digging, it is a laborious occupation. How many hours a day do you find a man can dig?—They go on a nine hours day.
84626. And they fall into that pretty soon?—When they first come down we have to be careful in many cases. For instance, I had a man only yesterday collapse. He came down on Friday, and he did not do heavy work either. I found he had been half-starved for three months. He had not had a square meal for three months.
84627. And, of course, he wanted feeding up before he was able to undertake it?—Yes.
84628. Do you find that their application to work of that sort is to be trusted?—Yes.
84629. With regard to the stock, do you find they understand the treatment of the animals?—They are wonderfully keen about that. I have been very pleased indeed with it. Even the men who are not set aside for doing that kind of work, on Saturday afternoon and Sunday, when they have time, you nearly always find them poking round the stockyard, and so on. They take a keen delight in the animals.
84630. Do you find that the readiness which Londoners bring with them is useful to them?—Very helpful.
84631. They discover little ways of saving labour, and things of that kind?—Yes.
84632. Do you think that the success of your treatment with the men is partly due to your giving them continuous occupation?—I think largely that, and awakening their intelligence generally. They get night work as well; there are lectures and so on going on, and I think it is the steady appeal to everything which is good in the man, and the appeal to his intelligence.
84633. What I was going to ask was this, supposing these people left you and set up for themselves, you do not think the want of continuous interest would be a great danger to them?—I do not think so. I think one of the elements you have to remember is that all these men have been very very hardly hit: they have had a terrible lesson. I think rather than turn back to the old sufferings they would put themselves to anything and do anything: they would make a fight of it.
84634. A country man is used to long periods of inaction, but a town man is used to continuous incident almost?—He will get it on a small holding: it is different to ordinary agricultural work. He has to be every day and all day alive all the year round.
84635. But rainy and wet days give a good deal of compulsory leisure?—That touches on the subject I mentioned before: it is necessary to have social organisation. My view is that in every one of these co-operative centres there should be a village institute which should be the centre of the social life of the village.
84636. Do you give your people any interest in the care of the animals?—Yes.
84637. Any pecuniary interest?—No, they are not with us long enough for that.
84638. You do not give them any share in the profits?—No.
84639. Do you think that it would be wise to do that?—It depends on how long you are to have the men.
84640. What is your average?—The average is about eight or ten weeks. Sixteen weeks is the limit.
84641. (*Professor Smart.*) You are convinced that there is a permanent problem of unemployment superadded to the problem of temporary depression?—Yes.
- Unemployment a permanent problem.*
84642. I take it you admit this, that unemployment has come to be a pressing problem because employers have now no use except for those who will work hard and work the whole day?—I think naturally the employer will get the best man he can, and the larger the surplus of labour the more easily he can select.
84643. You suggest that the unemployable are not only the drunken and dissolute, but those who would like to take life easily?—I do not say that: these men are as capable of working as ever they were, but if an employer gets a chance of getting a man at twenty-five, he will not take an older man.
84644. I thought you said a great many undesirable men were brought up under the old system where they could take things a little easier, but now there is no place for them?—I never said that.
84645. You speak of the great variety of occupations available at Hollesley Bay. May I take it you consider that a labour colony on a similarly large scale will be required to produce as good a result?—I think it is preferable to have a large one, but not too large.
- Importance of variety of occupations at labour colonies.*
84646. Is not there a conceivable weakness in your own colony that before long a great part of this variety will come to an end. Your water scheme is already complete, is it not?—That has been complete for some time.
84647. You cannot go on indefinitely adding to your cottages and hot houses, and so on?—I do not propose that Hollesley Bay should be a permanent place to treat the whole of the unemployed: it should be a training colony. We have work which will last us some years yet of a general kind which can be dealt with by the men you are helping temporarily.
84648. You make a strong point of the variety of occupations?—That is so: for training purposes you will still have that. On a great estate you must run all your workshops, you have all the estate improvements and repairs and renewals to be carried out, your smithy

must always be going, and your carpenters' shop and your millwrights' shed will always be going. You will have a variety of occupations to keep the thing going, and in addition to that there will be more occupations going on if we can get the whole scheme carried out, because one of the things included would be a jam factory and a pickle factory, and probably we should develop light employment for the girls, and so on, in the matter of clothing, and I would make the colony self-contained as far as possible.

84649. Have you ever been tried with a period of weather so bad that your men could not work?—Not for long periods. We are very fortunate there. We do not get much wet; it is the driest corner in England. We have our plans for that.

84650. What do you propose to do?—Two years ago we were looking forward, and we planted our osier beds, and we shall be making our baskets. That will all be reserved for wet weather; all the indoor work, special work, cleaning utensils, cleaning the inside windows, and that sort of thing, is always reserved. Then there is the making of crates for our summer trade; that can all be saved for winter and wet weather. Many things we can do in that way. We deliberately save up many things for the wet weather, but fortunately we do not get much.

84651. You speak of the reclamation of heath?—May I just point out also how very desirable it is to have a similar sort of land to that which we now have, from the point of wet weather? It may rain for a week if you like and you can go on the land next day, but if it was heavy clay you would have to be off it for a good part of the winter.

84652. I was going to ask you whether you were not specially favoured in the climate and the soil?—Yes, in most things.

84653. Is there anything against Hollesley Bay as an agricultural district?—The only thing against it is the distance to which we have to take our stuff. Freightage is our difficulty.

84654. It is an ideal site for a market garden?—Yes.

84655. Are you on the south coast?—We are on the east coast, but our land is very sheltered. You can shelter any land; although it takes time you can do it.

84656. You have everything in your favour as regards that?—It is very favourable.

84657. You speak of the reclamation of heath. Does that employ a large number of men?—Yes.

84658. How is it done?—By double digging, trenching 30 inches deep; it is work you could not do with the plough; it would be impossible. You would never recover that heath land with the plough.

84659. Will one double digging do?—It will last for thirty-five or forty years.

84660. You then put in potatoes, do you?—Anything; we have been gathering apples off that heath land this year.

84661. You have done some reclamation already?—Yes.

84662. You have a very large expanse yet to do, I suppose?—250 acres.

84663. Have you done any tree planting?—Yes—you mean other than fruit tree planting?

84664. Yes?—We have planted hard woods and soft woods for all purposes.

84665. You did not do that as a means of keeping the men in employment?—Partly so, but also the estate is open to improvement in that way, and for further protection for the fruit. Where we plant fruit if there is not sufficient protection we plant it.

84666. You are not growing wood for timber?—Yes, we are. We have a 15-acre wood of very fine young oak just coming into service, and whenever we take down we plant.

84667. You have been thinning that already?—Yes.

84668. Have you got decent prices at all?—We have only thinned for our own use so far.

84669. There is a public-house very near you, is there not?—Three-quarters of a mile away.

84670. Is it much used?—I do not think it is abused much. It is used. There is nothing to keep a man from going and getting a glass of beer. *Mr. Bolton. Smart.*

84671. You would prefer that?—I prefer not to have the absolute negative. *12 Nov. 1907.*

84672. Why is that?—I think it is far better that you should not say to a man, Do not do this, or he will want to do it directly.

84673. Why is the public-house there at all?—It was there before we went.

84674. You have never made an appeal to try and get it removed?—No, there are two in the village. The only time I said anything about it was to the owner of one of them, and I suggested it was a wretched little place to have a licence and he immediately proposed to build a bigger one.

84675. Your hours of work seem a little short—nine hours?—No, we work the ordinary hours of the district. *Hours of work at Hollesley Bay.*

84676. A quarter past six in the morning to 5 o'clock in the summer?—Yes, those are the ordinary summer hours, but then for two months they are working from sunrise to sunset.

84677. That is nothing at all compared with the French peasants' hours?—Those are the hours of the district. We work the same hours as the farm labourers, and always have worked, precisely.

84678. They are not the hours a man in a holding of his own would work?—Certainly not.

84679. What arrangement have you for marketing?—Flowers, early strawberries, soft fruits, &c., we ordinarily send to the market. *Marketing arrangements, etc.*

84680. You send them direct to the market?—We send them to agents and they sell for us and charge a commission.

84681. You speak in Paragraph 38 of the men having their own fruit trees. What do you mean by that?—I have not spoken of that, I think. They have planted them for us, and we have already got the small holdings planted, but they are not small holdings yet, because they are not held as such.

84682. "In addition to the ordinary planting and cultivation of a market garden, the men are trained to raise their own fruit trees"?—They are trained to do that when they get a holding.

84683. Have you any results to give as regards bee-keeping?—Yes; we have lectures and demonstrations. I may say the men have helped to take nineteen swarms this summer. *Bee-keeping.*

84684. Is there any expense connected with that at all?—Very little; it is a profitable thing.

84685. Very profitable?—Yes.

84686. Could that be extended on a large scale?—Yes, almost indefinitely with us because of the great heath land, and fields, and also it is an essential feature; we must have it on the fruit farm, and the small holder must have it, therefore it is essential.

84687. (*Mr. Phelps.*) Why must you have it on a fruit farm?—It is necessary for the purpose of fertilisation. You might possibly have enough wild bees about and other insects to do the fertilisation, but to make yourself sure you must have a supply.

84688. (*Professor Smart.*) You afterwards propose to settle these men on the same holdings, not on other holdings?—Only the one small lot at Hollesley *Small-holdings.*

84689. The farm that was?—That is all.

84690. Your proposal was that fifty of these small holdings should work co-operatively?—You could do with less than that at Hollesley Bay, because you have the colony with regard to working the system: it could all be worked together.

84691. You mean fifty times 4 acres?—That should be the minimum.

84692. I thought 4 acres was the statutory size?—No, the minimum is 4 acres, and of that 2 acres is planted with fruit.

84693. And 2 acres with crops?—Yes.

- Mr. Bolton Smart.
12 Nov. 1907.
Small Holdings.
84694. How can you work 2 acres in crops co-operatively; they are all enclosed, are they not?—Not necessarily; they would not be in the arrangements we were making.
84695. They are not now in Hollesley Bay?—Yes, they are.
84696. You could not plough continuously?—Yes, we could. We were proposing to get the whole of the tillage on one piece in front of the cottages, and we could plough that all at one time. We had that in mind.
84697. In the case of these twelve men settled with their families, you made an agreement with them similar to that which you have put in?—We should do, as a matter of fact they are simply labourers now, they are subject to a week's notice either way.
84698. How long have they been there?—One has been there two years, and they range down to two or three months ago.
84699. You would not have put them on these holdings permanently until the fourth year?—Not necessarily. That should be the maximum. If we found a man was ready, we could put him on at the end of one year, if we liked. There is nothing in the suggested regulations laid down in that statement that would keep you from doing that.
84700. A further part of your scheme was the purchase of other estates?—Yes.
84701. That was put a stop to by the Local Government Board also?—Having the one training colony, or more if you like, but realising the distinction between the training colony and the actual colony.
84702. You proposed to purchase the others?—Yes, that was the suggestion.
84703. Did you try a concrete case?—Yes, the Central Body did. I did not.
84704. As to the present farm, that I understand is worked by the old staff?—Yes.
84705. Not by the unemployed at all?—Plus the emigrants, the candidates for Canada.
84706. How long training do these men get on that: you say a short training?—It depends on how long I have the men. I have some of the men with me now who are going out at the end of March. They will go through the whole of the training during that time. We can make them very good dairymen, teach them how to milk and make butter, and the general oversight of cows and also calving. They will know how to plough and hoe and drill; they get a rough idea of it. We make the man sufficiently conversant with farm work to be useful, but he is still teachable, and I think if you could get the Canadian farmer who has tried both, he would prefer our men to the agricultural labourer who wants to teach the Canadian farmer.
84707. You have a large works department in full occupation?—It is more or less large according to what we are doing.
84708. Do you employ the London men in that?—Yes.
84709. Under supervision, of course?—Yes.
84710. The water scheme was done by contract, was it not?—Yes, but all the unskilled labour we did.
84711. It was part of the contract that it was to be done by you?—Yes.
84712. Did you ever estimate how that would compare with an ordinary contract?—I have the whole thing you can have that if you like. It worked out very well indeed.
84713. Can you give us any idea what the loss was?—No, not from memory. We have the whole thing booked. We book up all our labour. Every job is booked. You can have that.
84714. Your twelve cottages cost £180, plus £38, in wages, that is £218 each. Why do you estimate for the other cottages at £140?—They are a different type of cottage. That is not for a small holder. If you put a small holder in the £140 cottage, you would have to spend from £80 to £100 to give him suitable out-buildings.
84715. These twelve cottages we saw are not the cottages you would propose?—Yes. The single cottage is the type of cottage that I have always advocated for the small holding. They were built for that purpose; the double cottages were not built for that purpose.
84716. They cost £218?—Yes, with certain fittings inside. The cottage does not cost that. The cottage costs £200.
84717. With regard to these 250,000 bricks of yours. Cost of do you say there was a saving of 10s. per 1,000 on them? bricks at What do you mean by "saving"?—I mean that we had Hollesley to buy red bricks before we made those, and these came Bay. to 10s. per 1,000 cheaper.
84718. The bricks were actually cheaper?—Yes.
84719. You made the bricks for 10s. per 1,000 cheaper than you could buy them?—We made the bricks, charged up the labour at local prices, and saved 10s. per 1,000 then.
84720. But the bricks are not so good?—They are better. These bricks are double the value for lasting, they are everlasting wear.
84721. You have made more than 10s. a thousand then?—I have only put it from the monetary standpoint, the cost.
84722. I see you propose three types of colony. Have Work on you formed any idea of the kind of work required for colony for No. 2 Colony?—I should say that kind of work that I non-efficient suggested; there would be a proportion of rough work men. on the other estates that we propose to make up into small holdings, supposing the whole scheme is adopted. That is the kind of work we should have for them.
84723. The men are quite fitted for that?—Yes.
84724. I suppose your general answer to the question whether the holdings pay or not would be to ask if education ever paid?—Just so. Question of the holding "paying."
84725. Your general contention, I think, is that London men, while not the right stuff perhaps for ordinary agricultural labourers, are better than ordinary labourers at work which requires a head as well as a hand?—I should say they were more progressive certainly. Value of London men at colony.
84726. And more teachable?—Yes.
84727. I understand you to say that your men did not require to have supervision?—I do not say that. Question of supervision.
84728. But your principle was not to supervise very closely?—There are two kinds of supervision, there is the supervision that acts on the principle of driving a man, and there is a supervision that appeals to the best that is in a man, and that observes closely. Primarily when we started we began with the idea that the men were to be selected for permanent settlement on the land, therefore our primary business was to find out the man who was suitable; first of all that man must be the man who was most willing to work without pressure; to put a lot of pressure on the man would be to defeat our main purpose of selection. That principle, I have found has worked wonderfully well. I am absolutely certain by the amount of work done and the kind of work done that the men have worked honestly and well on the whole. Output and energy of men at Hollesley.
84729. That is the answer you give to those who say Bay. that the men have got slack?—Certainly.
84730. And that the output is very low?—People who say that do not know.
84731. The people who say that the output is very low and the men are slack, do not know?—They do not know certainly.
84732. If I were to say that witnesses before us have said that, you would say that they do not know?—Certainly.
84733. Would you say that Hollesley Bay has been a success, even although you have not been able to carry out your full plan?—Within the lines we were allowed to go Bay. on, I think so. Results of Hollesley Bay.
84734. Even with regard to your temporary men?—First of all with regard to the land point, and the suitability of the land for the purpose we intended, I am certainly more hopeful than I was when I went down there. Secondly, as to the physical and moral effect upon the men, the life they have there is wholly good, except for the one dark blot upon it, that is the separation from the home. We never desired or intended that beyond a certain period.
- Farm work at Hollesley Bay.
- Training of men for Canada.
- Works department
- Water scheme.
- Cottages.

84735. And your emigration men have all succeeded ?—Yes, so far as I know. I have had a great many letters, and I have had no letter from any one man other than the most hopeful.

84736. (*Mr. Russell Wakefield.*) Supposing you had to start Hollesley Bay again, would you mix up what one may call the relief side and the training side, in the way it is mixed up ?—No, I think you could have much cheaper machinery for your relief work. The machinery is too good.

84737. Would it be conceivable that you might have one place where you did that kind of relief work, and then choose from the men there, those who showed aptitude at that, to go to train at a place like Hollesley Bay ?—Yes.

84738. It does hamper you to have the two things in combination from the point of view of work, and also of increased expense ?—Yes.

84739. With regard to these people being broken down who came to you, that is hardly the description you would give of them, is it ?—No.

84740. Would it be correct to say they are people, the bulk of them, who have physically suffered very considerably from want of work, and want of proper food, and who, to some extent have lost heart in consequence ?—Yes.

84741. Do they recover rapidly under the surroundings that you provide for them ?—Yes, and more especially when we were able to hold out to them the prospect of a permanent settlement.

84742. Is it true that there is a tremendous craving amongst them to get back to London, to lamp posts and the music halls ?—That is untrue.

84743. At the same time would it not be necessary in any effort to make them keen upon country life, to provide for them these recreations, which you tried to provide at Hollesley ?—Certainly.

84744. You can quite understand, I suppose, that a person in a certain kind of country existence would get very weary after four o'clock in the afternoon on a winter's day, if there was nothing for him except that three-quarters-of-a-mile-away public-house ?—I think that is one of the causes why we have denuded the country of people.

84745. You said something to Professor Smart with regard to the disadvantage of the men being away from their families. Do they desire furlough, as a rule, from the point of view of going to see their belongings ?—They are very keen to see their wives and children, and there is a very large correspondence kept up. That is the evidence of their keenness to keep up family relations.

84746. The men receive as pocket money, I think, only 6d. a week ?—That is so.

84747. But it does happen that the wife out of her allowance occasionally sends down something to the husband ?—That may be so to some extent. I have been at a good deal of trouble to track that back, and I discovered that in many cases I was very wrong in casting suspicion on some men in my own mind. I found out this, that when a man goes out and gets work almost invariably he sends down 6d. a week to the chum he has left behind. The man who goes back is almost sure to fix himself on to somebody and send 6d. a week. I dare say there is some amount of the other done, but I do not think there is very much. I check it all I can.

84748. With regard to the refusal of the Local Government Board to sanction the Central Unemployed Body trying to get other estates, is it within your recollection that one main reason of that was that the Local Government Board is in doubt as to whether under the Act we can do more than provide temporary work ?—That is what was stated.

84749. That is what it gave for a reason, that it was not necessarily disapproval of the ideas of the central body, but it was a question whether under the Act it was possible to do more than provide temporary work ?—That is so.

84750. Therefore another Act of Parliament might be required, in order to make our suggested scheme perfect ?—Yes.

84751. You said, I think, at the beginning that these men were picked men. Is not that going a little far ?—Not in the first instance. It is going too far now. They were in the first instance selected, as possibly you know, with a view of settlement; it is not so now.

84752. They are practically the men who come to the distress committee, and who are prepared to take that colony work ?—I think there is a certain amount of men. selection as to character, but not as to fitness latterly.

84753. Is there any medical examination before they go down ?—Yes.

84754. Do you think that in any way accounts for the fact that you have not had to call for the doctor to any men at alarming extent ?—I think probably it is due to the fact that we take a good deal of care. If I get a man who is bad at all, he goes straight to bed, and is kept there for at least twelve hours on slop food, and no smoke.

84755. Have you had an opportunity of knowing very much what happens to the men who were with you for any period between eight and sixteen weeks, and then went back to London ?—Except by correspondence.

84756. Do you happen to have gathered that one of the great disappointments of the work there is, that these men are picked up physically, mentally, and to some extent morally, and then go back to find they cannot get work in London, and they gradually revert to the old conditions ?—That is so.

84757. Your men apply, and try to come back, year after year ?—Yes.

84758. So that as to some of the men you do a temporary good, but it is spoiled by the fact that it is not able to be made permanent in any sense at all ?—Yes.

84759. On the whole you are satisfied with Hollesley Bay ?—Yes.

84760. With regard to the complaints of people round about, have you not also had a number of people round about who have been rather encouraging you by their attitude towards you ?—There was naturally a good deal of local jealousy, and statements made that we had actually displaced labour, until I offered £50 to anyone who could bring anyone who had been displaced, but no one has claimed the £50 yet.

84761. Have people who visited you come down sometimes a little prejudiced against, and gone away with a prejudice in favour ?—Very strongly against, and gone away in favour.

84762. (*Bishop of Ross.*) You have been satisfied with the advance made by the men in the operations down at Hollesley Bay ?—Yes.

84763. You told us that the townsmen were more quick to learn and more teachable than the countrymen ?—Yes.

84764. I suppose this would be particularly so where mind was required more than physical strength ?—That is so.

84765. Therefore would it follow that the townsmen were more fitted for market gardening, and delicate work of that sort, than for the common farm operations ?—I should say so.

84766. And you would find the men could work better for you in the garden than, say, at the reclamation of waste land; it seems that you have a large amount recoverable ?—I do not think there is a large number of the type you are now indicating. There are some clerks and warehousemen, men employed in the lighter occupations, and so on; but there is not a large number, as you will see. They make the best market gardeners, there is no doubt about that.

84767. But the other men would be more fitted for drainage works, and other heavy coarse work of that kind ?—Yes.

84768. You say you expect a return of 4 per cent. on the money expended ?—As a maximum.

84769. You have got a holding of 4 acres, and you have a house built on that holding ?—Yes.

84770. What would the rent work out at ?—I reckoned that the maximum rent would be £16 a year, including the holding. That would include the land and the proportion of the buildings on the holding.

Mr. Bolton Smart.

12 Nov. 1907.

How far the colonists are picked

After-history of men on leaving Hollesley Bay.

Satisfactory results of Hollesley Bay. Local jealousy and favourable opinions of Hollesley Bay.

Suitability of townsmen for the work.

Probable cost and profit of small holdings scheme.

Mr. Bolton
Smart.

12 Nov. 1907.

Necessity
of co-operation.

Funds
allocated
through
central
body.

Question
as to
propriety
of establishing
co-operative
holdings by
public
monies.

84771. So that if your men become permanent occupiers, the rent would be £16 a year?—Yes, including everything. That is the maximum. I do not say it should be that.

84772. You also think that co-operation will be a necessary condition of their success?—Yes.

84773. That they must be organised into co-operative societies?—Yes, both for economical and social reasons.

84774. Those co-operative societies are of two kinds; one a society for the production and sale of the produce; another for the purchase of the requirements of the occupiers. Do you go in for both classes of co-operation or only one?—Both.

84775. Your funds have recently been supplied through the distress committee, have they not?—No, the funds come through our central body. What the allocation is I do not quite know.

84776. Have they received the Exchequer grant?—Yes, that is, the central body would receive it.

84777. So that a portion would be that Exchequer grant?—Yes; that goes for the support of the families in London. We cannot take anything out of the rates for the contribution to the families, that must come from other sources. It was supposed to come from voluntary sources; but everybody knew it never would.

84778. If the system were to be extended, and if it were to be financed by the central government, would you see any difficulty in carrying on co-operation? The point I want to get your opinion on is this: The question has been raised that co-operation, especially with regard to purchases, interferes with private traders; you buy your manure and your farming implements, and possibly even the groceries for the family wholesale with a co-operative society; and you are helping to work that co-operative society through Government funds; thus you are using the taxes of the nation, paid by the private traders, to interfere with their trade. That argument has been put. I want to know what answer you have?—I should reply to that, first of all: These men, when they get on to a holding of their own, will not be any longer supported by either rate or tax aid. They will become normal citizens; but we have to recognise that unless this undertaking has some special features connected with it there is very little hope of success; therefore arrangements are made that those who take up those holdings shall conform to certain regulations and rules, but they are normal; they are to be self-supporting absolutely.

84779. Later on?—No, at that stage.

84780. By the expenditure of public money you put them into a position to be self-supporting?—I should frankly say I face that.

84781. Therefore you use the taxes of the country to put them into that position, and by the use of those taxes you, to some extent, afterwards interfere with the private trader?—You are confusing the two things again; I do

not want to confuse those two things. You are confusing the experiment with a great movement that may follow the experiment. Personally I paid most of my attention (and I would rather speak upon that than upon the general subject) to the question of the beginning of things. It was said by some: "We can take the townsman and make him self-supporting on the land." It is said by others that you cannot. My great anxiety is first of all to do it, then after you are able to do it, face the larger question. I am bound to confess that most of my attention has been directed to the solution of the first difficulty rather than the other.

84782. You would think it perfectly legitimate to use the public funds in the experimental stage?—Certainly.

84783. And you would see no difficulty, I suppose, in extending those experiments, and setting up several Desirability of setting up colonies all over the country
Hollisley Bays all over the country as experiments?—I think it would be good to do that, because you would be able to compare them under varying circumstances.

84784. So you would not be very strict in the limits set up to the experiments?—No.

84785. When one comes down to the self-supporting stage you would re-consider your position?—I do not say that at all. Personally I have no doubt in my own mind, and I do not see that there ought to be any great obstacle in the way of the initial help that is necessary to get people back into normal conditions of life on co-operative lines, rather than that they should go into workhouse life.

84786. You see no personal objection to using public funds to start these co-operative societies, and finance them till they are self-supporting?—No.

84787. (Mr. Loch.) When I saw you the other day I think you said that you thought if it were a question Estimate of cost of experiments.
purely of experiment, you could make out some kind of estimate which would put down on the one side the expenses incurred by you on behalf of the men in working out your experiment, and secondly the expenses of settling them, and, on the valuation of the land, what was the net result of the whole thing?—That could be done, of course. I have not had time to do it.

84788. If you could do that it would be of great assistance, because you would yourself in that case make your own computation as to what the cost would be for an experiment, eliminating altogether the question of using the settlement for the purpose of giving relief work?—There are a good many figures I should want for that, they have been promised you. Then it can be got quite well; and I think it would be extremely useful.

84789. Would the figures which you want come to you as a matter of course?—I can get them when they are ready. The figures are to be prepared for you, and I shall be able to get at them. I shall be very glad to work the thing out.

84790. The figures we are to have, if they are placed in your hands for this purpose, would enable you to make the statement you desire?—Yes.

Professor SIDNEY JOHN CHAPMAN, M.A., called; and Examined.

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84791. (Bishop of Ross.) You have sent in two Statements which we will take as your evidence-in-chief if you will kindly hand them in?—Certainly. (The Witness handed in the following Statements.)

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Extent and
intensity
of un-
employment.

Labour
bureaux
returns.

STATEMENT AS TO THE QUESTION OF EMPLOYMENT.

EXTENT AND INTENSITY OF UNEMPLOYMENT.

1. This matter will be considered again under the heading of 'causes,' as the extent of unemployment varies from time to time, and variations cannot be dealt with suitably till their causes are explained. I shall deal now with the general amount of unemployment and not with maxima and minima points.

2. The only adequate English figures are the percentages of unemployment returned by trade unions. There are in addition labour bureaux returns, but these are quite misleading because (1) labour registries have been established in only a few places, and usually under pressure of local distress, and (2) their character as irregularly working distress institutions prevents them from being used naturally by artisans in search of work

who are not suffering from distress. Special local distress causes the establishment of the labour bureaux, and it is not therefore logical to infer from their returns that the distress which they register is typical also of the towns where they have not been instituted.

3. The returns of trade unions will now be examined. These shew the *extensity* of unemployment among trade unionists, but not its *intensity*, and they are not therefore a certain index of distress. *Intensity* is indicated by the percentages of the percentage of unemployed who are out of work for different periods. Obviously distress varies as much with the *intensity* as the *extensity* of unemployment. A wide *extensity* of employment with little *intensity* might occasion no distress at all, though it would be evidence of social waste. Indeed increased *extensity* of unemployment might conceivably—though it is not very likely—be a sign of improvement in the conditions of the operative classes, because in a period of rapid progress the mobility of labour might temporarily rise and many operatives who changed their occupation, locality, or firm, might be out of work

Trade union
unemployment
returns.

some days before they settled again, and might therefore be returned as unemployed. It is not always easy for a man to discover a new place till he has given up his old place under existing conditions; more risk would be taken by people anxious to better themselves when the demand for labour was reported as good. I think it important that some register of *intensity* of unemployment should be kept. The amount of unemployment which may mean some distress and does not indicate unemployability is only discovered by striking out those unemployed more than three weeks, say, on the one hand, and those unemployed for more than twelve months, say, on the other hand. I shew below some fragments of evidence relating to the *intensity* of unemployment.

Annual Average (1887-95)—Unemployment of Members of the Amalgamated Society of Engineers was distributed as follows:—

Percentage of members unemployed for some time (exceeding three days) during the year	-	-	6.1
Percentage of members unemployed during the year for less than three days	-	-	70.36
Three days to four weeks	-	-	12.96
Four weeks to eight weeks	-	-	4.65
Eight weeks to twelve weeks	-	-	2.76
Over twelve weeks	-	-	9.27

4. Some information from Manchester may be adduced next.

An inquiry conducted by the Manchester University Settlement in Ancoats, Manchester, and the Lancashire College settlement in Hulme, Manchester, in February,

1904, a time of very bad trade, yielded the following results:—

Population of districts visited	-	-	-	10,800
Number of houses in districts visited	-	-	-	2,300
Persons out of work	-	-	-	600
Percentages out of work for different periods:—				
Under one month	-	-	-	15
One to three months	-	-	-	38
Three to six months	-	-	-	22
Six to twelve months	-	-	-	14
Over twelve months	-	-	-	6
Not stated	-	-	-	5

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5. The inquiry was made again this year between the Unemployment 12th and 21st November. I quote beneath the full ment in information published, drawing attention particularly Manchester to the distribution of unemployment by periods of in 1906. unemployment:—

Number of houses from which returns have been obtained	-	-	-	-	1,650
Ditto from which no returns have been obtained	-	-	-	-	165
Number of empty houses	-	-	-	-	108
Total houses visited	-	-	-	-	1,923

Total unemployed.						
Men	-	144	} 173	Total population	-	7,414
Women	-	29		Total adult population	-	4,678
Percentage of unemployed to total population				-	-	2.33
Ditto to adult population				-	-	3.7

ANALYSIS OF UNEMPLOYED.

—	Men.	Women.	—	Men.	Women.
Heads of houses	-	86	Trade Unionists	-	10
Sons or daughters	-	33	Non-unionists	-	134
Lodgers	-	25			
Not stated	-	0			
Total	-	144	Total	-	144
Period out of work.	Men.	Women.	Ages of unemployed.	Men.	Women.
Under 1 month	-	40	20 years and under	-	23
1-3 months	-	46	21 years to 35	-	48
4-6 months	-	20	36 years to 40	-	19
7-12 months	-	17	41 years to 50	-	23
Over 1 year	-	16	Over 50	-	27
Not stated	-	5	Not stated	-	4
Total	-	144	Total	-	144

Percentages of unemployed to total population in same area at corresponding periods of the last three years.

November, 1904	-	-	5.3
November, 1905	-	-	3.84
November, 1906	-	-	2.33

6. We may contrast with these tables the opinion ventured by the French *Office du Travail* in 1896 as to the distribution of unemployment over the French working population *:—

Unemployed for less than eight days	-	-	3 per cent.
„ from eight days to six months	-	87	„
„ for more than six months	-	10	„

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The table is remarkable for the small percentage of persons unemployed for more than half a year.

7. Another important matter is the distribution of unemployment by age, but no extensive figures are available. Some we have quoted above. The Board of Trade's analysis of some "vacant" books of the Amalgamated Society of Engineers revealed the interesting facts appended as regards loss of time for want of employment

* Absence from work owing to sickness appears to have been included. See *Documents sur le Chômage (Office Du Travail, 1896)*.

covering more than three days for the year of medium employment, 1895:—

					Average No of days lost in year.
Members between 15 and 25 years of age	-	-	-	-	8.8
„ „ 25 „ 35 „ „	-	-	-	-	13.1
„ „ 35 „ 45 „ „	-	-	-	-	12.3
„ „ 45 „ 55 „ „	-	-	-	-	21.1
„ „ 55 „ 65 „ „	-	-	-	-	33.1
„ „ 65 „ over (excluding super-annuated)	-	-	-	-	26.9†
All ages	-	-	-	-	15.1

8. The concentration of unemployment on people over fifty is only to be expected, especially in view of standard wage regulations. A comparison of this table with the results of the investigation by the Manchester University Settlement brings out a suggestive contrast. Most of the unemployment recorded by the Settlement enquirers was of non-unionists, and a far larger proportion of it was attributable to young people. But the amount of data is not sufficient to support a generalisation.

† This average is slightly too low.

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Caution
to be
exercised in
dealing with
trade union
returns.

9. The returns of trade unions do not and cannot show those who are out of work because no work is obtainable. They only show the numbers who cannot find occupation at the wage which they are permitted by their trade union to accept. Many of them are in receipt of unemployment pay, which in part is fundamentally of the nature of "strike pay." In times of depression the numbers of those who are thus in effect on strike tend to be high. The policy of the trade union may be wise; but certainly such persons can hardly be regarded as the helpless victims of a defective industrial system which is incapable of finding work for them. Nor should such persons be included in the unemployed whom public administration is required to find means to reduce in numbers or treat with special consideration. No doubt it is impossible to exclude them from the returns, because the trade union could not themselves separate them completely.

10. In view of this fact we cannot be certain that the percentage of unemployment returned by the trade unions is always less than the percentage of unemployment among non-unionists who are ordinarily employable. There is no evidence sufficient to enable us to resolve this uncertainty, but I quote beneath a fragment of evidence from France, though I do not attach much importance to it.

	March.	March.
	1896.	1901.
French Census returns - - -	- 4.6	6.5
Trade Union returns - - -	- 5.0	10.0

The explanation may be defects of the census returns or of the trade union returns which cover only a fraction of the French trade unions.

Question
whether
percentage
of unemploy-
ment has
risen or
fallen.

11. Bearing in mind the above warning as to the meaning to be attached to trade union figures, I now ask whether the percentage of unemployment has generally tended upwards or downwards.

12. An excellent collation of trade unions returns has been made by the Board of Trade. The methods pursued need not be described here. On the evidence of these figures neither a rise nor fall over the last fifty years can be confidently affirmed. But if it is held that the percentage of unemployment is greater among non-unionists than among unionists, I should like to draw attention to Professor Marshall's evidence given to the Gold and Silver Commission in 1886. In this evidence it was pointed out that as the trade unions of some years ago were less exhaustive of the population and probably represented in a higher degree a picked group of labour in respect of efficiency than they do now that they are more exhaustive, the percentage of unemployment returned by them ought to have risen if the percentage throughout the country had remained constant.

The figures show that unemployment to-day for a large section of the population is approximately the same as it was for a small picked body of labour some years ago. If the percentage of unemployment has risen I should argue that there are countervailing advantages in higher wages. The evidence is at any rate sufficient to prove that no striking change has taken place either way.

It must be remembered that in the trade-unions returns there is no record of short-time unemployment.

TRUE CAUSES OF UNEMPLOYMENT.

13. The chief causes are :—

- | | | |
|------------|---|--|
| Subjective | { | (1) Physical, mental or moral defects. |
| | | (2) Trade union policy to keep up wages. |
| | | (3) Trade cycles. |
| | | (4) Seasonal demand. |
| | | (5) Industrial changes which are neither cyclical or seasonal. |
| | | (6) The system of casual labour. |
| | | (7) The Social time-lag. |
| Objective | { | |
| | | |
| | | |
| | | |
| | | |
| | | |
| | | |

14. Nothing need be said in explanation of cause (1), and cause (2) has already been treated to some extent.

Cyclical Unemployment.

15. The effect of the trade cycles on employment is made plain by the Board of Trade figures already referred to. It is particularly severe in the case of the metal trades for obvious reasons. Employers may continue to produce when trade is bad though they sell at less than

normal prices, or even at a loss, but at these times they do not as a rule renew machinery or undertake extensions. Nor do shipping lines add to their fleets in times of falling freights. It may be that they were unwise not to do so, but here we have merely to register the fact.

16. I think the intensity of the trade cycle may be expected to diminish in the future, though no doubt it might be impossible to prove from figures that it has diminished in the past. The cause is mainly psychological. As we get to expect its periodic recurrence we may escape it, because we shall realise its transitory character. When trade is bad and prices are low far-sighted employers will tend to lay the foundations for new enterprises.

17. Broadly stated, the circumstances to-day are as follows. After an over-speculative period which has brought about an accumulation of losses, employers are over-cautious. Gradually they recover confidence, and confidence develops into the sanguine state of mind and speculation again when occasion is given. The law of error does not operate—that is, the confidence of some does not offset the depression of others—because of imitation and the communication of feelings in all closely united social groups. Now, employers—I use the term to cover all "enterprisers," to adopt an American expression—must be thought of as projecting the productive schemes in which employment for labour is provided. The extent of the schemes in operation constitutes the demand for labour. Analysis shows that such productive schemes do not always correspond to the labour and capital power of the community. Sometimes (in the times of very good trade) they are in excess; at other times they are inadequate. When they are in excess, wages and interest tend to rise, and a collapse is approached. When they are inadequate, some employable labour may be unemployed for a time. An employer may believe that he could add to his profits by engaging more labour which he knows is obtainable, but if he has just passed through a crisis he is unwilling to take any risks. His enterprise is temporarily inhibited, and he will not launch out without strong temptations. Thus there results periodically, over and under demand for labour.

18. As regards the present effects of the trade cycle there were three other points to notice. (1) Trade unions intensify its bearing upon unemployment by trying to keep wages up when demand is declining. They choose more unemployment in preference to lower wages. They may be acting in their best interests, but the point should be noted. And it may be that by so acting they administer a check on the trade cycle. Employers learn that they cannot easily ward off the losses occasioned by depression by lowering wages, and therefore try harder to keep their businesses steady. (2) Another point to be observed is that as factories become more organic, demand is more fully anticipated, and as arrangements for producing for stock improve labour suffers much less. The organisation and specialisation of anticipation is one of the most characteristic features of the modern economic world. By a factory being organic I mean that it works more as a whole and less in parts, its elements so fitting into one another that a new factor in production cannot contribute its full value till it has learnt to work well with the rest. It is evident that with progress factories acquire more organic constitutions. The result is that the employer is rendered unwilling to reduce his staff because reduction means a loss of value in the parts retained, which does not cease immediately when the full complement is restored. (3) The third point is that prices will drop more and output be reduced less, other things being equal, in periods of depression as the proportion of fixed charges (which are not saved by diminishing output) increases. It could easily be proved that fixed charges are increasing in all industries, generally speaking.

Seasonal Unemployment.

19. Many trades are seasonal, but the lowest demand is not always experienced in the winter. Colliers are slackest, for instance, in the summer, and the printing trades meet with seasonal depression just after the autumn publishing season.

20. The seasonability of trades results from :—

- (1) Natural causes.
- (2) Social causes.

Causes of
unemploy-
ment.

Cyclical
unemploy-
ment.

Possibili-
of trade
cycle
diminish-
ing in intensi-

Course of
trade cycle
to-day.

Effects of
regards
cyclical
employment
of (1) trade
unions,
development
of factories
(3) increase
of fixed
charges.

Seasonal
unemplo-
ment, due
to natural
or social
causes.

21. As examples we may take the periodic demands for labour for gathering in and shifting harvests, the climatic impediments in the way of the building trades in severe winters, the domestic demand for coal, seasonal demands for clothes (partly determined by weather) and demands which are socially seasonal. The only seasonable unemployment which is ultimately irremovable is that dependent wholly upon natural causes. Social causes are removable. Thus seasonal demands for clothes only necessitate seasonal production, because of the vagaries of fashion and impossibility of completely anticipating them. But if the wages for irregular work get relatively higher, anticipation is more fully organised, and as the domination and caprice of fashion become less, the seasonability of the clothing trades will be greatly reduced. In this case on the one hand the demand of consumers may be expected to spread itself more regularly over the year, and on the other hand making for stock and preparation for demand may become more usual.

22. But no appreciable distress should be caused ordinarily in the seasonal or vocational trades, though the system of irregular production implied may be uneconomical. The nature of these trades is known, and the wages paid in them are relatively high as a rule. It must be recognised, however, that climate is subject to vagaries, and that unusual distress is occasioned at times.

Unemployment Caused by Industrial Changes.

23. Industrial changes are constantly taking place as a result of changes in methods of production on the one hand and in demand on the other hand. Usually, however, these changes take place gradually, so that a gradual contraction of the quantity of labour engaged in an affected industry is brought about. In these cases a check on the entries to the trade appears to be in many instances sufficient. If an industry were not recruited from the rising generation it would decline in the first year at about 2 per cent., to give a rough estimate, and in succeeding years at an increasing rate. Hence ordinarily, when the relative numbers in an industry must be reduced, wages suffer a drop, the industry becomes less attractive, entries fall off, and it dwindles automatically without many operatives having to be dismissed. It must be remembered that changes are brought about slowly on the side of supply, because new ideas are not readily taken up and are not as a rule economical until improvements have been effected, while in demand revolutions are practically unknown. Moreover, though an operative dismissed from one industry cannot turn to anything, he is employable at once usually within a certain range of occupations. Thus if the cotton industry declined to such an extent that some operatives had to be dismissed they might turn to the linen or woollen trades, since a contraction of one textile trade would in all probability be accompanied by expansion of others. It sometimes tends to be overlooked that the decline of some industries involves the growth of others, and that if the former must discharge adults the latter must obtain additional adults who cannot be specialised at the new work which they take up.

Casual Labour.

24. The casual labour system means giving out work in jobs instead of providing regular employment. This invariably results in so many scrambling for the jobs that there is not sufficient work to go round. No man thinks he is likely to be the unlucky person who gets nothing to do, and there is always the chance of him finding something the next day to keep him going. Many people with a tendency to slackness like work of this kind; many drift into increasing slackness; and the irregularity of the provision of the work is thereby encouraged. Moreover, at each place where the jobs are given out, so to speak, casual labour will tend to congregate in sufficient numbers to meet the maximum demand of that place, which actually may be seldom reached. A large proportion of the problem of unemployment is, I believe, the problem of casual labour.

The Social Time-lag or Reaction Time.

25. When abstraction is made of cyclical and seasonal unemployment, of casual labour and abnormal industrial changes, also of the unemployable and the lazy, there still remains a percentage of unemployment. This is never wholly removed. The cause is the social time-lag,

which operates also in keeping high the percentage of unemployment occasioned by the trade cycle and the other causes already analysed.

26. The social time-lag is measured by the time which intervenes between a normal workman leaving one place and getting to work in other. This period is ordinarily appreciable. Time is spent in making inquiries, in going about from works to works, in obtaining characters. It is high in periods of bad trade. It varies too with the character of the labour and the country. Possibly it is less in the United States than in England in spite of the lower density of population in the former country. It is obviously reducible but not wholly removable. If it were zero the percentage of unemployment of the employable, apart from casual labour, in times of good trade, should be zero. Observe that owing to the operation of this cause over and under demand for labour seem to be experienced at the same time, the former by employers the latter by employees. The discrepancy is due to demand and supply not being brought rapidly into contact.

FALSE CAUSES.

27. Under this head, I propose to notice certain explanations of unemployment which are widely current, but which I believe to be incorrect.

28. *Over Competition.*—It is argued that under the pressure of competition employers will keep only the men who are most efficient and in the prime of life. But all that is really proved is that the keener competition the less is the likelihood of an inefficient man being able to keep his place, if there are any hands more efficient out of work. There is absolutely no proof that larger numbers of persons would be out of work. The more employers are alive to their economic interests, and alert and enterprising—and competition frequently is used to mean this—the more would substitution work, but the less would be the chance of labour from which a profit could be made remaining idle without a hirer. The phenomena of good and bad trade should suggest this conclusion, though they do not absolutely establish it. It is in times of bad trade that activity is least among producers, and it is in these times that unemployment is worst.

29. *Under Consumption.*—"Under consumption" is represented as normal and continuous, and not merely as periodically recurrent. More goods, it is said are made than are wanted, and some people in consequence are thrown out of work. This reduces demand, which means further diminution of consumption with more people thrown out of work. Thus a position of equilibrium tends to be reached in which a fraction of the population produces enough for the needs of the workers, and *rentiers*, and to keep the unemployed alive by charity. The theory is thereby brought into line with a theory sometimes distinguished from it, namely, that of the necessary existence of a *reserve armée* under conditions of competitive industry. Improvements in methods of production only make things worse, causing more over-production and throwing more people out of work.

30. I suggest the following as a satisfactory refutation. The theory involves a denial that demand is a continuous function of price. Now we know from experience that it is, and that all our wants, actual and dormant, are not satisfied. Moreover, the theory requires that involuntary unemployment should have increased largely, and there is no reason to suppose that it has increased even appreciably. Suppose the implications as regards the present satiability of demand are true, then the normal result should be not a *reserve armée* but shorter hours. If the operative tends to get his marginal worth, as he must in a *régime* of competition, he will want to stop work when he has made enough to satisfy his needs instead of going on and producing more than is wanted. It must be remembered that, normally, demand and production are held in close union. Hence the constant over-production which throws people out of work is not to be expected. Moreover, there would be a tendency for employers to prefer shorter hours rather than smaller staffs for the time that the old fixed capital lasted.

31. It may be responded that the operatives are ready to go on working full time, but that they save their additional wages instead of spending them. This is the form of the theory put forward under the title of the *fallacy of saving*. But if the savings are invested directly or indirectly they employ labour. If there is no demand for

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capital—an impossible state of affairs—then the savings take the form in ultimate analysis of stored imperishable valuables, which must be produced (and therefore involve the employment of labour) to be saved. Besides, savings which were stores would presumably be spent at some time, so that in the long run normal spending of savings would tend to equal their normal accumulation. Otherwise we must suppose that society collects power to obtain value meaninglessly, like magpies.

32. Some who hold the doctrine of the *reserve armée* would object that saving and short time are both prevented by the competition of the out-of-works bringing down time-wages. This answer supposes that the effectiveness of the trade unions is insignificant and conflicts with the known fact that real time-wages have risen. Moreover, it supposes that labour gets normally considerably less than its marginal worth in commodities. In such an event it would be to the interest of employers to engage more labour. Certainly, if there were such a *reserve armée* which it was nobody's interest to employ trade unions would find it exceedingly difficult to keep up wages.

33. *Monopolisation of the means of Production.*—The means of production are not monopolised if that term is used in its dictionary sense. What is meant, however, is private ownership. Now, unless it is proposed that under public ownership people should be kept at work and paid for the results whether these were worth the pay or not, I know of no proof that unemployment would be any less under public ownership of all capital and public management of everything. Trade cycles might be checked, but changes in the scale of industries would have to be made to suit changes in methods of production and in demand, and I should expect the accommodations to meet these to take place slower, and therefore in that respect the percentage of unemployment to be greater. Checks on change, which mean retardation of progress, would of course "steady" employment, but society would be the poorer and wages, therefore, the lower.

REMEDIES FOR UNEMPLOYMENT.

34. Under this head I shall discuss means of reducing unemployment, not methods of mitigating the distress caused by it, though the subjects overlap. The latter will be considered under a separate heading.

Organisation of Casual Labour and its De-casualisation.

35. Much casual labour might be de-casualised. The remedy is largely in the hands of the casual labourers, who by organisation could make casual labour dearer than labour enjoying continuous employment. Employers would thereby be induced to get as much of their work as possible done by those continuously employed. In many instances the casual labour system continues because casual labour is cheap. A fuller understanding of the evils of the casual labour system will itself tend to reduce it. Further, the de-casualising of labour might be brought about in some degree without the supersession of job-work, by more businesses being formed to supply casual labour, the employers who provide it keeping regular staffs of labour. It would be such employers' functions to seek out demand and distribute their hands. The risks of unemployment would then be concentrated upon the employers. A half-way to this end would be the establishment of information offices at docks, whereby casual labour could be directed to the places where demand was concentrating. A system of offices with a central office would involve little expense, and the advantage would be that instead of the labour supply tending to be the sum of maximum demands of each dock it would tend to be the maximum demand of the sum of the docks, which is considerably less. Much waste of labour would be prevented in consequence and much distress.

Compensatory Action of the Demand for Labour of Public Authorities.

36. It would be desirable for public authorities to liberate their demand for labour, so far as it fluctuates, from the influences of good and bad trade and seasonability, and then deliberately attempt to make it vary inversely as demand in the open market. The demand of public authorities would thereby be rendered compensatory to ordinary market demand. But any action of this kind

on the part of public authorities should be rigidly distinguished from the provision of distress works. I assume that the labour employed would be actually needed.

37. Possibly in addition public work of some utility might be undertaken under special management in times of bad trade. If low wages were paid such work might be justified on economic grounds. I doubt, however, whether the organisation of such work should be in the hands of the municipalities. Of this matter I shall speak later.

Labour Exchanges.

38. The two greatest reforms needed—apart from the removal of causes of unemployability, such as intemperance—are the smoothing of cyclical demand, and the reduction of the social time-lag. Little can be done immediately in the way of smoothing out the trade cycles, but *prima facie* there seems to be some prospect of doing a great deal to reduce the social time-lag through the agency of labour exchanges. I use the term "labour exchanges," in preference to "labour bureaux," or "labour registries," firstly, because the latter terms have been associated in England with "distress work," and secondly, to emphasise the similarity between these institutions and such exchanges as the organised produce markets and the Stock Exchange. We frequently find existing, coincidentally, unemployed labour and an unsatisfied demand for just that kind of labour. The two do not easily get into touch. A man who loses work, if not a trade unionist, enters upon an undirected search for a job, and therefore takes a long time to find it. Moreover, a trade unionist is in just the same difficulty when it is desirable for him to change his trade. Further, people in work who could better themselves are frequently unable to do so because they are ignorant of its being possible, and are occupied at the only times when a search for new openings could be made.

39. It is unnecessary to describe in detail the working of labour exchanges after the publication of Mr. Schloss' report on methods of dealing with unemployment. The Bavarian system seems to me excellent, that is, offices grouped round central offices which are again held in union by one central office. The centres act as clearing houses of information. The aim is to secure a complete registration of the demand for labour and supply of available labour throughout the country. Thus the man in want of work is given a chart to guide his search, and also enjoys the advantage of having demand directed to him. The development of the labour exchange system now being tried in London should be watched with the closest attention.

40. I recognise the danger associated with the plan. It would be bad if the operative classes got to feel that responsibility to find work was shifted from their shoulders. Failure in that event with the labour exchange system might leave us in a worse state than before, and, even if the labour exchanges in themselves helped matters, any such reaction upon the initiative of the people might more than undo the good effected by them. However, the prospects of benefit are so considerable that I think the proposal to establish such offices should be very carefully weighed. Some risks are involved in all social experiments.

41. If the scheme were embarked upon it would not be sufficient merely to empower and advise local bodies to institute labour exchanges. If districts were left without offices, other centres would suffer from the absence of a register of demand in those places, and labour might be attracted in undesirable quantities to the places with the offices. Again, thinly scattered offices would not be able to cope adequately with the work. Again, a mere passive recording of names and offers of work would hardly be adequate, as at first the offices being little known would be little used. The exchanges would have to be managed with all the enterprise with which a private registry office must be managed if a large business is to be built up. We should be involved, therefore, in the establishment of a great number of exchanges and sub-recording offices (in Luxembourg names may be given at any post-office) and the appointment of many well-paid officials. A half-hearted experiment would, I think, have very slight prospects of success. Failure now would mean failure for a long time to come, and would undoubtedly cause damage. As failure would be serious and even moderate

Monopoly
in means
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tion.

Remedies.

Decasualisa-
tion of
labour.

Special
organisation
of labour
under
public
authorities.

Labour
exchange

Bavarian
labour
exchange
system.

Danger o
labour
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system.

Importan
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success would be attended by immense advantages, the plan if tried at all should be tried upon an elaborate and costly scale. The economic gain to society accruing from an appreciable reduction of the social time-lag should be much greater than the cost. Once the institution became rooted in the customs of the people the system would, so to speak, work itself. The difficulty lies in the initial years.

The Mitigation of the Distress caused by Unemployment.

42. Under this heading, to avoid repetition, some methods of reducing employment must also be grouped.

Insurance.

43. Experience and *a priori* considerations both point to the conclusion that insurance proper against unemployment is impossible, except through such institutions as trade unions. Of course saving against unemployment is possible and greatly to be encouraged, and for ordinary seasonal slackness of work this ought to be sufficient. The difficulties in the way of ordinary insurance are (a) that risks are not evenly spread over all trades and all persons in the same trade, (b) that the amount of unemployment might be increased through adequate insurance against it, and (c) that disagreements arise over the wage that may be taken. A fair scheme would have to be vastly complicated in view of the first point, and as regards the second point it would be practically impossible to say when a person was showing sufficient energy in his search for a fresh place. It is easy enough to define what constitutes arson, but it is not easy to draw the line between blameworthy inertia and fraudulent negligence in the matter of unemployment. Every scheme would involve payment by the brisk for the carelessness of the sluggish. And the third difficulty is no less serious than the other two. Trade unions can undertake insurance against unemployment because as regards (c) they determine the wage which may be accepted, as regards (b) they exercise compulsion over their members and find them places which they are expected to show reasonable ability to keep, and as regards (a) they are organised by trades. Both compulsory and voluntary schemes of insurance against unemployment, apart from the trade unions, have been tried abroad and the trials have proved their futility.

Labour Colonies.

44. The popular belief in the value of Labour Colonies in this country, I imagine, is closely associated with the notion that there is not work enough for all in industry, and that the solution of most social evils is to be found in getting back to the land. The Labour Colony is not in my opinion of much value in the cases of unemployment among the employable which we have been considering, because most of the people affected are not of much use on a farm. Farm-work cannot go on all the year round to the same extent, and the unemployed are taken from the place where the demand for them may be expected to appear. Home Colonies are of most use, if properly specialised to different purposes, (a) for the reformation, or at less retention, of drunkards and loafers, (b) for the recovery of those who have become unemployable through physical unfitness, but are curable, (c) for directing back to rural occupations people who never should have drifted to the towns. There is a most serviceable colony for the third object near Paris, and the use of colonies in Belgium for the first and second objects is now a matter of common knowledge. There is no reason of course why colonies for these first two purposes should be wholly or even mainly agricultural in character.

Distress Work.

45. The record of distress works is not encouraging, but nevertheless there appears to be no sufficient reason why some kind of work different from the labour test attached to Poor Relief should not be undertaken with success in times of bad trade. I doubt, however, for a variety of reasons, partly political, whether municipalities are the right bodies to arrange for such work and manage it, even when the work done is of public utility. When such work is found, it is imperative that plans should be carefully laid, minute supervision be exercised, and a selection be made of the men to be employed. When an undertaking is hastily decided upon, and started without efficient foremen, and when all applicants are admitted, the

distress work becomes merely an easy labour test and undermines the operation of the Poor Law. If this new class of work has to be provided its economic character must be emphasised, and the picking of suitable people is therefore of prime importance. If the incapable, and particularly loafers, creep in and stay in, the whole enterprise is ruined. I doubt in consequence whether much weight should be attached to degrees of neediness in the applicants. Further, it is imperative that the wages paid should be lower than standard rates. Workmen do not show their full value at the beginning of a new engagement, and in the case supposed many would leave before they had made up for inefficiency at the start. Moreover, many would be doing work which did not exactly suit them, and most would be beneath the average in efficiency, since reductions of hands are always made at the expense of the least capable. Moreover, there is the matter of the utility of the work. There might be many jobs which public authorities would be prepared to have done at a price, but not at the market rate of wages in view of all circumstances. And lastly there would be some assurance of labour being attracted back to ordinary industry as soon as trade improved if the wages paid on these emergency works were low.

46. The payment of wages lower than the market rate has been objected to on two grounds, Question of rate of wages to be paid on relief works.

47. On the one hand it is urged by the trade unions that their efforts to maintain standard rates would be weakened if any employers were allowed to pay less for works of utility. The fear I think is groundless, but the trade unions would have it in their power to refuse such work for their members, and continue to pay them unemployed benefit. I have heard it suggested by trade unionists as an alternative that full rates should be paid, but full employment not be given. This would, in some degree, ensure the re-absorption of labour by private enterprise as soon as trade improved, but it would not remove the objection that the works undertaken in that case would be far from economically justifiable.

48. On the other hand it has been contended that the proposed policy would intensify depression by subsidising certain bodies to compete against private enterprise, just when the latter could withstand the competition least. To this argument it may be responded that if any of the work would be done by the public authorities at some time, private enterprise would be benefited by the demand for labour being held up as far as possible when wages were high; and that the remainder of the work is not taken out of private hands, but otherwise would never be undertaken at all.

Poor Relief and the Organisation of Charity.

49. My memorandum is concerned with the special problem of unemployment, and I shall not, therefore, carry it further and discuss general questions relating to the assistance of the necessitous. Broadly, I approve the English Poor Law system, and though I welcome classification and some differential treatment, I think a neglect of the general principles of 1834 would be highly damaging to the community. But the Poor Law needs to be supplemented, as in some degree it is, by the organisation of private charity for the liberal assistance of specially deserving cases, the adequate assistance of cases of an exceptional character, the individual treatment of cases, and the application of the power of personal contact. Value of Poor Law system, supplemented by organised private charity.

REPLIES TO QUESTIONS SUBMITTED BY THE COMMISSION.

50. Question I.—What is the general effect :—

- (a) Of the spread of machinery ;
- (b) Of more highly organised processes ; and
- (c) Of industrial legislation on the demand for labour ?

Answer I.—By "general effect" I shall understand effect in the long run throughout the community as a whole. The answer to Question III. will deal with the effect in a particular industry, which is a matter of much less importance. As machinery or "more highly organised processes" are never introduced unless they are expected to be more economical than the old processes, and are not continued unless they prove to be so, we may take it that they must lower the real cost of production of the things made. It therefore follows, *ceteris paribus*, that the demand for the old quantity of labour ("demand" General effect of spread of machinery of more highly organised industrial processes, and of industrial legislation on the demand for labour.

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here meaning the quantity of commodities and services which will be paid for it) must be increased. If "demand for labour" be interpreted as the quantity of labour wanted, then industrial improvements can have no effect upon it, except in so far as the higher level of real wages ultimately has the effect of augmenting the population; and this reaction may be ignored for present purposes. The quantity of labour wanted must always be regarded as dependent upon the wage offered, and it has already been shown that the level of wages would be raised by the supposed industrial changes.

Industrial legislation is of so many kinds that only a very general answer can be given. In so far as it curtails or impedes production it must in the first instance lower the demand for labour, that is, the weekly wages offered for a given quantity of labour. It is designed to protect the health, strength, life and limb, comfort, or morals of the community or a section of it, at the cost of production being hampered if that cannot be avoided. The result may be a greater vitality in the workpeople, which restores the loss which would otherwise have been incurred, and even if this is not the case the community may gain, as the comfort, or improved morals, or increased leisure, may be worth more than the price paid. In calculations of this kind the quality and quantity of the next generation must be taken into account.

51. *Question III.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?*

Answer III.—Question III. will now be considered, as it naturally links on to Question I. as interpreted in these answers. "Demand for labour" must be taken here as meaning "quantity of labour kept in the industry," or the "level of wages in the industry." Whether the quantity of labour is reduced or increased depends upon the extent to which the improvement is labour-saving in the industry and upon the elasticity of the demand for the goods made. The quantity of labour employed may be increased, and in that case wages would certainly rise if, on the whole, a lower quality of labour were not introduced. The extent to which the substitution of a lower for a higher quality of labour might be expected will be dealt with in the answer to Question II. If the quantity of labour in the industry were reduced wages might fall temporarily even if the old quality of labour were maintained. This would tend to happen in so far as the passage of labour to other trades was difficult. But the fall in the case supposed would be temporary only. A contraction of the quantity of labour employed might be accompanied at once by a rise in wages when the nature of the improvement necessitated the employment of superior people who were somewhat scarce.

52. *Question II.—In particular, do modern developments tend to displace:—*

- (a) *Middle-aged by younger persons;*
- (b) *"All-round" skill by specialised mechanical skill;*
- (c) *Skilled labour by unskilled; and*
- (d) *Adult men by women and young persons?*

Answer II.—Modern developments would certainly alter the relative values for certain purposes of persons differing in age, sex, or intelligence, and this effect reacting upon the unchanged industries would cause there also readjustments of the relative quantities of the several kinds of labour employed. I incline to believe, however, that it could not be shown that such developments have caused absolute damage to any one class of labour. Generally speaking I should say that invention in its first stages, while calling for some labour of greater intelligence than that which had been previously employed, frequently imposes a number of tasks for the performance of which very low-grade labour is required. Through later improvements, however, these tasks tend to be assumed by machinery. The tendency of machinery is always to cause a substitution of "intelligence" for dexterity, the person who was in effect a machine by reason of his dexterity giving place to one who could understand and direct a mechanical process. Incidentally a number of monotonous operations are created, but these, as it has been observed, afterwards tend to be reduced and it is not certain that they are always more monotonous than the hand operations abolished, though they may require less dexterity. As a rule, I think it would be true to say that for a unit of output the manual work done

of a mechanical character is less after the improvement than before. Further, I think it would be true to say that the advantage which results from the undoubtedly enlarged demand for intelligence more than counteracts the disadvantage which results from any concentration of monotony (which implies a demand for unintelligent labour which may or may not be required to be "skilled" in the sense of being dextrous) for which machinery up to the present may be responsible. In considering this question the higher real wages caused by machinery must not be left out of account. The phrases "all-round skill" and "specialised mechanical skill" are indefinite. If the latter means dexterity I have answered the question above. If it means power to control machinery as opposed to quite general intelligence which does not imply any special knowledge, then specialised mechanical skill is demanded more than "all-round skill," but "the specialised mechanical skill" is of a kind which implies general intelligence and powers of adaptation, for machinery alters fast sometimes and the operative's understanding must keep up with the changes. "Skilled" and "unskilled" again are indefinite terms. The ideas to contrast are "intelligence" and "dexterity." Machinery calls for more trained intelligence, less dexterity on the whole, and in certain stages of development for much labour which need not possess either intelligence or dexterity. The significant change is the displacement of "dexterity" (which means the man-machine) by intelligence.

53. *Question IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in other directions for the labour displaced?*

Answer IV.—This question has already been answered by implication in the replies already given. The answer is in general in the affirmative. There is said to be a difficulty in the re-absorption of labour in an industry to which it is unaccustomed, but there are two points to bear in mind: the one that many industries are very similar to one another in respect of the machinery used; the other that industries growing faster than the population have no choice, but must introduce labour not trained in the industry. Any large contraction of one industry puts others into this position.

54. *Question V.—Do such changes call for greater mobility of labour:*

- (a) *As between different trades, and*
- (b) *As between different branches of the same trade?*

Answer V.—Mobility of labour is certainly of the highest importance. The necessity is not occasioned merely by the introduction of new machinery. Changes take place in demand and these changes affect the relative proportions of different industries. Again, the operative makes mistakes as regards his taste for a calling. It is certain that approximately the most cannot be made of the potential producing power of the community unless the mobility of labour as between branch and branch of an industry, trade and trade, and place and place, is high.

55. *Question VI.—If so, in what way is the mobility being, or should it be, provided for?*

Answer VI.—Mobility of labour implies adaptability and knowledge of openings. How to extend this knowledge I shall consider in replying to Question VIII. "Adaptability" is largely a matter of training. The important thing to aim at now in education is the awakening of intelligence and initiative. General elementary school education should be improved. There has been immense advance in the last twenty years, but the need for improvement has been advancing all the time. The large class becomes unworkable when the teacher must aim at bringing out the dormant powers of each of his pupils. And working-class children should be kept longer at school. The age limit is now too low in view of our wealth and the complexity of our industrialism, quite apart from ethical or political considerations.

56. *Question VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?*

Answer VII.—This is partly answered in the reply to Question VI. It is fortunate that the apprenticeship system is falling into disuse. Under modern conditions it renders our industrialism too crystallised. The technical school must take its place, but technical training must

How far modern developments displace certain persons and forms of labour.

Re-absorption of displaced labour.

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the young.

not be allowed to encroach on general education, the importance of which I have tried to emphasise in answering Question VI. Purely technical training is probably best given at present when the boy has gone to work. If his hours of work are reasonable, evening study is no hardship. The utmost should be done to get the industrial youth of the country to attend technical school classes. I could not form an opinion without much more examination of the facts whether continuation evening work up to a certain age should be made compulsory. It should be the regular custom to pick out the most promising of those attending evening classes at the technical schools and award them scholarships to enable them to give all their time for a period to their theoretical studies. The cost would soon be covered many times over by the increased wealth-producing power of the community.

57. *Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., Distress Committees, Labour Exchanges, and the like) is necessary?*

Probability
of establish-
ing a national
system of
labour
exchanges.

Answer VIII.—Personally I believe now, with such information as is at my disposal, that it would be worth while to try the experiment of instituting a large national scheme of inter-related labour exchanges. The matter, I know, cannot be settled off-hand. The proposal would need to be very carefully considered by the several parties who would be affected. I recognise clearly that dangers stand in the way, the chief of which perhaps is that some of the community might be led to think it the duty of the State to provide work and wages for them. But the possible advantages appeal to me very strongly. It must be recognised that movements of labour from trade to trade are growing in importance in relation to movements from place to place. Now as regards the latter, trade unionists are well off, as the trade union is a self-contained trade registry office for its members. But the non-unionists have no organisation at all, and I confess I am amazed not at the time it normally takes a non-unionist to find a new job—which I imagine to be fairly long—but that he ever does find the job which exactly suits him, if he ever does. His position to-day may be likened to that of a person who has a numbered ticket for a seat at a concert and is trying to find it in the midst of a crowd similarly occupied when the seats are not arranged in any order. And as regards movements between trade and trade, unionists are in as awkward a position as non-unionists. An organised system has been found of immense service in certain stock and produce markets, and I think it would prove the same in the labour market. The inter-relation of offices and adequate staffing would be matters of importance. The attitude of trade unionists to such offices is a point to be considered, but it is encouraging to learn that the friction which used to be experienced in Germany is now very much less if it has not entirely disappeared. It would be in the interests of trade unionists to welcome such offices, I should imagine, providing that their wishes were not entirely unrepresented. It is not easy to account for the comparative non-appearance of the labour registry office if it is needed. The insularity of trades and the fact that to succeed it would have to be instituted on a large scale may partially explain it.

Probability
of reduction
of cyclical
unemployment.

84792. (*Bishop of Ross*.) I notice that you explain what are, in your opinion, the true causes of unemployment; and the first of those causes is cyclical unemployment. You think that as time goes on cyclical unemployment will be reduced?—That is my opinion.

84793. Will you kindly explain on what your hope is grounded?—I think partly on the study of history. I am led to that view partly for *a priori* reasons.

84794. You think that the more people come to realise that unemployment is periodical the more steps they will take to avoid the trouble?—Yes, to some extent. I think the cycles of trade will tend to get less as information gets more organised; people will anticipate more correctly, and realise what is coming a longer length of time before it happens.

84795. The cyclical unemployment is produced largely, you state, from over-production in good times and over-confidence, and then excessive depression when bad times set in?—Yes.

84796. You think that that will help to regulate itself also as time goes on?—Yes; that is involved in reduction of the trade cycle; but this is rather problematical. I do not think it is possible to forecast with any certainty that in our generation there will be much, if any, reduction in the periodic intensity of depression.

84797. You also think that as factories become more organic that will also tend to reduce the cyclical depression?—Yes.

84798. Will you kindly explain what you mean by the Effect of factories becoming organic?—I mean that as manufacturing methods get more complicated the employer is more dependent for success upon having a man who is accustomed to the methods of that particular factory, and that, when the depression comes, he will not be so ready to dismiss a man with a view of taking on another man in his place a month afterwards, or even three or six months afterwards. A man by working in a factory for three or four years has added to his value, having obtained special knowledge of that factory.

84799. The factory will be more profitable because it is worked as an organic whole?—Yes.

84800. But if any particular member of the whole, any particular limb, is left idle, that will help to render the work of the other parts less profitable?—Yes; if that limb is cut off the whole will become of less value.

84801. Hence it would be more profitable to keep all the members of the body working together, even at a reduced rate, than to knock off any particular limb?—At any rate to have them available when trade recovered—not to bring in the ignorant man. By the ignorant man I mean the man ignorant of the methods of that particular factory.

84802. The seasonal employment, I suppose, must always go on, at least in certain occupations?—In those dependent upon climate, yes, I think there is no doubt. Diminishing of seasonal unemployment.

84803. You think in a great many trades the seasonal unemployment could be lessened by anticipation?—Yes.

84804. And your view of that anticipation is?—That it is now getting more organised.

84805. And that people now look before and see what they want?—Yes; that though it may be still customary to buy certain goods in the spring, and certain other goods in the autumn, it will be more and more usual to produce those things continuously throughout the year, because it will be cheaper and anticipation will be better organised.

84806. You will keep your machinery running all the year round at a less rate of production for a particular time, and thus be able to produce the goods more cheaply?—I think it is possible that the output may be continuous in quantity throughout the year. Periodical buying does not necessarily involve periodical production. It may take place with continuous production, provided the anticipation is good.

84807. And continuous uniform production ought to cost less than periodical production?—Yes.

84808. Because you can keep a lesser number of hands employed all the year round and keep your machinery running all the year round, instead of having it idle at one period and working it to excess at another period?—Yes.

84809. Do you attach much importance to unemployment caused by industrial changes?—It is very difficult to say without making an investigation. I do not attach very much importance to it, because I have only heard of very few cases in which any industrial change has caused a great deal of unemployment. I think probably the linotype may have caused a good deal. I am merely speaking from hearsay; I have made no special investigation. Unemployment due to industrial changes.

84810. So that none of the more modern inventions have thrown a large number of people out of employment?—I am not aware that they have.

84811. Not to such an extent, I suppose, as over a century ago the power loom threw out a number of hand weavers?—No; and I am not sure that even that was not exaggerated.

84812. It is quite possible the assumption is not an accurate one. Casual labour is a considerable trouble.

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in the matter of unemployment?—Yes; a great trouble, I should think.

84813. I see later on that your opinion is that casual labour could be largely decasualised in most occupations?—I think it possible.

84814. You regard what you describe as the social time lag as a very great waste of energy?—Yes.

84815. By "the social time-lag" you mean?—The time intervening between the taking place of some change and accommodation to that change. For instance, if some alteration in the relative demand for goods necessitates the contraction of one industry and the expansion of another, the time that takes place between the men being thrown out of one job and finding another, whether it is changing from trade to trade or even finding another job in the same trade.

84816. The time lag occurs in both, because it occurs in changing from one job to another in the same trade?—Yes; whenever there is a change.

84817. For instance, there is a slackness in London for men in a particular trade, and there may be plenty of employment in Manchester in the same trade at that time, but then you have a considerable amount of time elapse before the London workman can get work in Manchester?—Yes.

84818. There is, I suppose, a longer time lag where a man has to change from one trade to another?—Yes, very much longer, I should think, particularly because the trade unions do not afford any help in that case. In changing from place to place the unionist is helped by his trade union.

84819. In that particular trade?—Yes.

84820. The union will not help a man to change from one trade to another?—No.

84821. Then I suppose there is always the difficulty in acquiring the necessary skill in the new trade?—Yes, that is a consideration to be weighed; but I do not think that a man's lack of training in the industry is so serious an obstacle to his getting work as it seems at first, because if the man wants to change his trade it frequently means that there is a relative contraction in his old trade and that means a relative expansion of some other industry; to get the extra men for the other industry the employers must take in untrained people, because as the industry has expanded there is no trained labour to take. Therefore the operative does not suffer from any special disadvantage in respect of want of skill in the case supposed.

84822. The producer may suffer by not having production at the most profitable rate, but the employee does not suffer?—He may in wages, of course; but he does not suffer, I think, in that he has great difficulty in getting a place.

84823. Or being kept for a longer time unemployed?—Yes.

84824. You do not regard over-competition and under-consumption as real causes of unemployment?—No, I think that argument is wholly fallacious.

84825. That argument is very fully expounded; nor do you regard the monopolisation of the means of production as a cause of unemployment?—No.

84826. You explain that a monopoly in that sense has rather a special meaning?—Yes.

84827. It is private ownership as against public ownership?—Yes.

84828. You do not think if the works were to be run by some public authority, like the municipality, there would be less unemployment than there is now?—I think there would probably be more.

84829. Probably more than less?—Yes; I think that the public authorities would be less rapid in adapting themselves to changes in demand than a number of private employers, or a number of competing companies. It is largely a matter of rapidity of adaptation.

84830. You think public bodies move more slowly and are more unwieldy than private employers?—In certain industries.

84831. You think the individual has more alertness of mind and more enterprise, and will see a change in the

altered industry quicker than a public body?—I think the most important element is the element of competition: that if an industry is not state monopolised, you have competition which keeps people more alert. The chances are that when an industry has to accommodate itself to produce a new kind of commodity, the commodity would, if it were produced by a hundred competing employers, appear sooner than if it were made by a municipality. In the latter event you would have a slower re-action; I do not say you would not have the re-action, but on the whole my impression is that it would be slower.

84832. Your remedy is, first you want to decasualise casual labour?—Yes. Method of decasualising labour.

84833. You think that could, to a very large extent, be done?—Yes.

84834. In decasualising this labour, would it be necessary to give up job work altogether?—No, I think not necessarily.

84835. What is your idea as to how the decasualisation could be brought about?—By something analogous to the clearing-house system which is at work in the relations of banks to one another; some organisation which would bring the existing jobs into relation with the existing supply of labour.

84836. I suppose the system of labour exchanges would have an effect upon that point?—Yes.

84837. Two views have been put before this Commission with regard to the work done by municipalities, and Government and other public authorities; one view is that work that was not pressing ought to be rather left over to give employment when employment was slack; and the other view is that these public authorities should employ a steady number of men, and go on with their work steadily without any reference whatever to occasions of depression or unemployment. In other words that in the public authorities you should have steady employment, and a complete absence, in their case, of anything in the direction of casual labour?—Yes. Question of regulation of labour demand under public authorities.

84838. What is your view? Which of those views do you take?—I should take the view that if the work was of such a character that you could vary the number employed without appreciably adding to the cost, or largely adding to the cost, there is a good deal to be said for making the demand of public authorities move inversely as the market demand; it should be irregular, but irregular on a principle of compensation.

84839. So the more demand there was by private persons for workers, the less there should be on the part of the public authority?—Yes.

84840. Where there was a slackness of work among ordinary employers, you think then the public authority could and should come in at that period, and do their work during the slack times?—Yes. I do not emphasise this much, because I do not think it would have any large effect.

84841. Not an appreciable effect upon the whole labour market?—In so far as it is possible to do it without upsetting the management of public works the idea ought to be to regulate demand in that way rather than with the state of the market; and probably, I should say, there is a tendency for the public demand to move in the opposite way, because the city councils become enterprising just as the individuals who constitute them become enterprising in their own businesses.

84842. And thus the public demand and the individual demands go rather in parallel lines?—They tend to move together instead of inversely.

84843. You think labour exchanges would have a very good effect in reducing unemployment?—Yes. Labour exchanges.

84844. You prefer the title "labour exchange" rather than "labour bureau"?—Yes, mainly because the word "exchange" is an English word.

84845. You think there is something in the idea?—It brings out the relation between a labour exchange, a produce exchange, and the stock exchange.

84846. You have already explained that the trade unions do a good deal in finding work for their men, as long as the man remains in the same particular trade?—Yes.

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84847. The trade union does not help him if he wants to change from one trade to another?—No.

84848. Hence the labour exchange would come in to fill that gap?—Yes.

84849. What would be your idea of the composition of the body of the labour exchange?—I have not given any special thought to that question. It ought to be largely representative, I should think.

84850. Of employers and employed?—Yes.

84851. Would it be necessary for some public authority to interest themselves in the matter?—As the exchanges have not appeared without the assistance of public authorities it seems as if it would be necessary. Why they have not appeared I cannot explain. It is certainly remarkable that registry offices for domestic servants have appeared under private enterprise, and that registry offices for labour have not.

84852. You think if you had labour exchanges scattered, without any system, in certain places, and if a large number of industrial centres were without these exchanges, that the last state might be worse than the first?—I do not think we should improve matters so much as if we had an inter-related system covering the whole country. I cannot, off-hand, say whether I think the last stage would be worse than the first; I can see that it might be.

84853. What are some of the dangers you apprehend in that case?—Too great an attraction of labour to those particular spots.

84854. Where the labour exchanges exist?—Yes.

84855. You would bring too much labour in there and thus flood the market in that district; and where you had no labour exchanges you might have a scarcity of labour?—Yes, that might happen.

84856. So that, therefore, from your point of view, in order that they should be a success it would be necessary that they should be scattered pretty widely, and there should be inter-relation between them all?—It would be far better. I believe, however, in making these local experiments, because this danger does not seem to me to be very great in certain places. For instance, London is so peculiar that the problem of London is almost a distinct problem in itself; I think the experiment which is now being conducted is a very interesting one, and a great deal may be learned from it.

84857. In this matter of labour exchanges?—Yes; the ones connected with London. I think there are now sixteen or eighteen; but the full value will not, I think, be got from them until they are connected with labour exchanges in other parts of the country.

84858. If you had a well-organised system of labour exchanges, would there be a reasonable hope that as far as the work existed the workers would find that work?—Yes.

84859. And that you would not have waste of time in men moving about without any direct knowledge or direct hope in looking for work?—That is so.

84860. Thus you would reduce very considerably the time lag?—Yes.

84861. You do not consider that the amount of work in the whole country is insufficient?—No, I do not believe that.

84862. I think you say in your statement that the amount of work is quite sufficient to employ all that are employable?—Yes, normally. Cyclically, I think, you get difficulties, but normally there is quite enough work in any country for the people in the country; in fact, the amount of work is determined by the population.

84863. Those are your principal remedies for unemployment; but in addition to those you state some causes that might mitigate unemployment?—Yes.

84864. But you do not attach the same importance to the mitigating causes as to the remedying causes, I presume?—No; the important thing, I think, is to reduce it if you can. Still, the question of assisting those who are in distress remains.

84865. One of those mitigating causes is insurance. Do you think it is possible that the workers could put a little by out of their wages while in employment, to try and provide for the rainy day?—I think it is possible. I

think probably the large percentage of the operative classes do not do it.

84866. And you see no hope of so changing their morale as to get them to do it?—I do not see the hope of any great immediate change.

84867. It has been put before this Commission more than once that when there is slackness of work it would be much better to reduce the working hours of all the men in the factory, or all the men on the job, and give them all some work, than to keep, say, 75 per cent. of the men employed up to the normal level and throw the 25 per cent. out of work?—It might be so; but you could not pass a law to say that it ought to be done.

84868. That has been put before the Commission?—It is the business of the employer to determine whether the most satisfactory arrangement in his industry is to reduce his staff or to work short time. I do not see that the public authority has any status in interfering in that matter.

84869. It was stated also to this Commission that the men themselves would be satisfied to have short time, and there were, I think, illustrations given where actually the men did agree to work short time rather than have some of their fellow employees thrown out of employment?—Yes.

84870. Would it seem to follow from this, that if the men wished they could set aside some small percentage of their ordinary earnings to form a fund against unemployment?—It would seem so.

84871. Of course, it might be argued, perhaps, that they had some reserve, and that they would fall back on their reserve during the period of short hours; or it might be argued that they had credit, and that during the period they were working short hours they would live partly on credit, but that would not go on indefinitely; but if you eliminate the supposition that they have any reserve laid by, or that they are going to live on credit during the period of short hours, would it not seem to follow that if they wished they could lay by a certain percentage of their ordinary earnings?—What it comes to is that it would be possible for the operative classes to have this habit. I agree that it would be possible. I am not sure, though, that the fact that it is possible helps us very much if they do not actually practice the method. Of course many do, but many do not.

84872. But as things stand at present you think the insurance is not likely to be made directly by the men themselves?—I think a good many of them do save something against a rainy day in the savings banks and in the friendly societies; and then, of course, there are the savings in the trade unions. It is only by the development of saving in that form, I think, that one can look to their having something to support them when they are unemployed. I do not think independent offices for insurance against unemployed possible, because I do not think unemployment is an insurable risk. I think the insurance would become a cause which would increase the quantity of unemployment.

84873. You do not think unemployment is an insurable risk?—No, I do not.

84874. Therefore it is one of the things that should not come under insurance at all?—I would express it technically that it is not an insurable risk for an ordinary company, but it may be an insurable risk for an association in a particular position; for instance, a trade union, which is an association which can watch its members. I think trade union insurance against unemployment does work, but I think an independent institution would not work. Experience, I think, bears that out, because I believe there is no case of an independent scheme having been self-supporting or nearly self-supporting.

84875. If the men were insured, and particularly if they were heavily insured, do you think there would be a risk that they would not be so keen about employment, since they could fall back on the insurance?—Yes, not necessarily deliberately; it might have an effect insensibly on their disposition, in regard, for instance, to their keenness in looking for work.

84876. But a trade union would be in a position to correct that?—Yes. I think the general feeling among the other members of a trade union about a man who was too frequently out of work, or who stayed out of work for

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what was regarded as an unreasonable length of time, would be a sufficiently strong deterrent.

84877. Are you very hopeful about labour colonies as a relief for unemployment?—Not for ordinary unemployment, I think.

84878. Do you think that men occupied in cities and towns in the ordinary work there, are likely to do well on farm colonies?—I cannot say, as I have not studied the question. If they do not want to become agricultural labourers, I do not see why they should be driven to become agricultural labourers if they would prefer to get another job at their own trade.

84879. I suppose another job at their own trade would suit them better?—Yes.

84880. In distress work do you think that the rate of wages should be lower than the standard wages?—Yes.

84881. What is your reason for that?—There are a variety of reasons. Firstly, if the wages are lower, then the people set to work on the distress work will be keener to get back into the ordinary stream again. Secondly, these men are likely to be very uneconomical where they are doing a kind of work which does not particularly suit them; hence their worth is less than it is at their actual trade. Other things being equal, it is undesirable to pay people more than their economic worth; in certain circumstances it may be necessary, but the excess should be as little as possible.

84882. The excess, of course, would not be wages but relief?—Yes.

84883. Do you think that the inelasticity of trade unions with regard to wages sometimes creates some trouble?—Yes, trade unions may cause a certain amount of unemployment; but in so doing they do not create a problem with which we need be concerned, I think. That is their own business. If they make a mistake about the standard rate, they will have to support the people that they have thrown out of work. Certainly there is no ground for the public assistance of people who are thrown out of work because a trade union has pitched its standard rate too high. As a rule I should imagine that there would not be any considerable distress arising, because they would be members of a trade union and their trade union would be supporting them.

84884. But there seems to be a waste of human energy if those men are idling when they ought to be at work; and also a waste of money, namely, trade union money?—A certain amount of waste seems almost inevitable in bargaining, I am afraid. One can only hope that the methods of bargaining will get more perfect, and that fewer mistakes will be made.

84885. In your last paragraph you deal with the organisation of charity; the Commission has had a lot of evidence on that point already, but if you would care to develop that we shall be glad to hear you?—I do not think I do; I have nothing special to add on the general problem of poor relief.

84886. Is there anything else that you wish to add?—No, I think you have drawn out all my points.

84887. (*Mr. Bentham.*) It has been said over and over again that there is a large amount of unskilled labour produced largely by the introduction of labour-saving machinery, which has not been absorbed as fast as it has been produced; what is your opinion on that point?—Certainly, I should say it has not been absorbed as fast as it has been produced, because what I would call the time-lag I think is pretty considerable. I should doubt however, whether there is much unskilled labour not characterised by physical or moral defects, which remains permanently out of work—at a wage. I have made no investigations, so I cannot say; but I should be rather astonished if I found that it was so. I say “at a wage.”

84888. That is, at a wage at which they could be economically employed?—Yes. I do not see any economical reason for that wage being appreciably lower than the wage of unskilled labour was before.

84889. What you mean is that it could be absorbed at a price?—Yes.

84890. It may be even below the price that these people could live upon at the standard which is now considered to be necessary?—It is highly probable that the wage would be what is regarded as unreasonably low,

in view of the rising standard of living; but I do not see any reason why it should be lower than what had been regarded as reasonable previously.

84891. Then the problem comes to be how these are to be dealt with, provided the community insist upon a standard of living according to the ideas prevailing at the time. Take, for instance, the living in our workhouses. Within quite recent years a certain standard of living in our workhouses has been considered quite good enough, although it cost considerably less than what is now expended on it; but at the present day public opinion would not consent to the barest possible subsistence being given—it wants something more than that. In considering this problem that opposition has to be met, has it not?—I do not think there would be any great difficulty in meeting that, because I do not see what alternative can be proposed. The facts that you are describing are these: Twenty years ago there was a certain standard wage; this standard wage rises, let us suppose, by 20 per cent., but a certain proportion of the population is left with a wage which will only provide them with the standard of living of twenty years ago. I believe what you say is approximately correct; that may be so. But I do not see that there is any reason for taking steps to supplement the wages of the people who are getting what was requisite for the standard of twenty years ago. The other people having gone up does not, I think, prove that it is necessary by public assistance to raise the wages of the remainder.

84892. This class is usually the casual and unemployed class, just picked up occasionally when they are required, when there is a great demand for labour, and dropped down again when the demand ceases. In Paragraph 35, I think, if I read it aright, you look to the organisation of casual labour for the decasualisation of it; is that not so?—May I refer to the description that you gave of casual labour? I do not think of casual labour in that way at all. You referred to it as constituting a sort of *reserve armée* of unoccupied men who get a job now and then when trade is particularly good. I do not think there is such a body of people in the country, but I think a good deal of work is given out on the job, and that probably the supply of the labour which looks to picking up a living in that way from jobs is somewhat in excess.

84893. You are thinking of a class a little above the one I mentioned—those who are not quite constantly in employment, who are able to do a full day's work, but who are not regularly employed; is that what you mean?—I did not quite catch what you said; will you state it again?

84894. Are you meaning by the casual labourer one who is a competent workman in his way but not fully employed?—One who gets his labour in jobs, who is not permanently engaged; that is what I mean by a casual labourer.

84895. Do you think there is room for those to be more regularly employed, by organisation?—Yes. By organisation I think they can get a more continuous flow of jobs, so to speak, so as to make a higher weekly wage.

84896. Do you think that there are not too many men for the jobs that are going?—I have not given any special study to the question, but my impression is that there is a relative over-supply of the people who prefer this kind of work. They do not deliberately prefer it, but they drift into it. They are generally the weaker characters, I think, in the community, or people who have lost their position in one trade and have not had quite the energy to get into a new trade, and who are content to pick up a living in this way. So, in comparison with the relative amount of labour in other trades, I think there is an over-supply of people who are aiming at picking up a living in this manner.

84897. Supposing by organisation fewer men might be employed more regularly what is to become of the remainder?—The remainder would be absorbed by the all-round expansion of industry which would result from that.

84898. That is, the higher standard of living by those already in work creates a larger demand—is that it?—Yes. Then there is the fact that the commodities or services into the cost of which this casual labour entered would become cheaper, and that would leave a margin of income for expenditure on other commodities.

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84899. You think they would be absorbed?—Yes—not rapidly, I believe; only gradually.

84900. If I understand your deductions aright, you do not think that any public provision of work by municipalities, except in time of distress, is desirable?—I would not go so far as that. I do not believe in a municipality undertaking an industry so as to absorb the unemployed.

84901. You do not believe in that, you say?—No—not that it should start a permanent industry with the idea of reducing the amount of unemployment in the country. I do not think that by doing so you would reduce the amount of unemployment in the country. But it does not follow that I do not believe in the municipality performing certain services for the community for other reasons—for economic reasons—which is quite a different question.

84902. I did not mean that; I meant undertaking work with the object of absorbing the unemployed. You do not approve of that, do you, except in times of distress?—No, because I do not think there are any unemployed to absorb—let me say, rather, any permanent employable unemployed to absorb.

84903. On the other hand, you do, I think, in Paragraph 36 agree that public authorities might undertake work in advance of the time when it would be required, in order to spread it over a longer period, as it were, that is, smoothing over the trade cycles, to use your own phrase?—Yes; so as to sponge up, so to speak, the unemployed who are temporarily created at certain periods.

84904. Then I think, if I understand you aright, you agree that they should employ ordinary labourers, that is, that it should be done on economic grounds only?—I do not know that I should be very rigid in the present circumstances, but I should certainly keep the economic grounds in mind.

84905. You say in Paragraph 37: "Possibly in addition, public work of some utility might be undertaken under special management in times of bad trade. If low wages were paid such work might be justified on economic grounds." Therefore you do leave the opening for work to be carried on on uneconomical grounds?—As I say, if distress were pretty severe I should not be too rigid, but I should bear in mind the economic grounds. My argument there is that there might be certain public works which it would be worth the while of the community to undertake providing that they could be undertaken at a certain low cost. There is no reason why the municipality should not undertake them if they could get them done at that low cost, and it is for labour to decide whether it will work for the wage implied by the lower cost.

84906. Then, if I understand you aright, in Paragraph 45 you doubt whether municipalities are the right bodies to arrange for such a work and manage it, even if the work done is of public utility?—I merely doubt; I would not say that they are not. I have not studied that matter sufficiently.

84907. You have not thought of any alternative, have you?—I thought rather of special bodies which have been created under the recent Act, and of Boards of Guardians of course. They are two alternatives.

84908. Then you speak of suitable people being selected for the purpose; from that I infer that you do not mean it to apply to all classes of the people, but only to those who can be most economically employed?—May I first say in reference to your previous question that the defect of the municipality seems to me to be that it is not an *ad hoc* body, and that there are certain political reasons why the performance of this work by the municipality is difficult. I do not say that it is impossible; I merely throw that out as indicating certain difficulties.

84909. Because it is not an *ad hoc* body?—Yes. It is selected for other purposes, and it does not follow that it would do this work well, or have the special knowledge required. I think in choosing the men, their value for the work in hand should be the prime object. I think you would probably get into a bad state of confusion if you had overlapping between bodies which exist for dispensing poor relief, and bodies which exist for performing productive functions. If the public authority does this, it ought to keep mainly in view the economic ground—the value of the man for the work that he does.

84910. It is rather difficult to imagine any other body at the present time undertaking work of public utility, when there is a body like our municipalities almost created for that or similar purposes; they know what works of public utility are required, and if any other body interferes it is very difficult to get their acquiescence, and without it it would be no use unless it is national work?—It seems to me that the question has to be settled by the approach that you are making. If your main idea is to provide works of public utility, it is obvious that the municipality is the right body; if your main idea is to relieve distress, and in relieving it you want to cause as little waste as possible, then I think the obvious body is the guardians.

84911. Or some reformed poor law authority?—Yes. It depends upon what is the prime idea you have in your mind.

84912. (*Professor Smart.*) In Paragraph 22 you say the wages paid to seasonal workers as a rule are relatively high; do you know that for a fact?—It all depends upon what you mean by knowing it for a fact.

84913. What kinds of trades are you thinking of?—The wages in the building trades, for instance, are, I should say, high in relation to the wages paid for other work requiring the same amount of capacity.

84914. Do you mean that you compare builders' labourers with labourers in iron-works, and so on?—I was thinking of the builders themselves.

84915. Not of the builders' labourers, because, of course, they are thrown out at the same time?—Not of the builders' labourers. I think they are a much lower class of labour, and perhaps it may not be true of builders' labourers.

84916. Is it not the case that 25 per cent. of the applicants to the distress committees are builders' labourers?—Yes.

84917. With regard to the women, I think we have been told that the seasonal workers in their trades are the worst paid workers even during the season?—Yes. I think that will be explained by the fact that there is a greater demand by women for seasonal and irregular work.

84918. At any rate they have not got a second trade to take them on during the time when they are not occupied with their seasonal trade?—No. A good many women demand temporary work, and they do not think of going into a regular trade. The number of those who are demanding temporary work is so large that the wage in seasonal trades for women is probably quite low in consequence.

84919. You are thinking of women before they get to the marriageable age?—Yes. My statement upon this question might have been framed more carefully. Other things being equal, my impression is that on the whole, the wages paid in seasonal trades are higher than those which provide regular employment.

84920. That is my impression, and I wanted to know what was the information on which you base your statement. You find it widely believed that there is not work enough for all in industry?—Yes.

84921. You emphasise the word "industry" there?—Yes.

84922. And you find that belief contrasted with the general idea that there is practically unlimited work for men in the cultivation of land?—Yes.

84923. Would you say that that idea is based on the crude belief that land always returns a crop in manifold of seed?—It may be, but I cannot imagine what the ground of the belief is.

84924. You cannot?—No. I certainly do not share it.

84925. But there is this much of truth in it, is there not, that the land could take up a very much larger quantity of labour if we could get agricultural labour of the old kind?—Of the right kind.

84926. Yes, of the right kind, that is the old kind. But what you are saying is that the land cannot take up the workers of the towns?—That is so.

84927. Can you give me any opinion on this: there are some forms of employment on land which require

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little labour, and there are others which require much labour, and yet the return to the landowner on either of these may be approximately the same; for instance, I find that land employed as a deer forest, or again as a large arable farm, or, thirdly, in small arable holdings, may pay the same rent to the superior?—That is so.

84928. In that case is there not truth in the contention that if the land were in the hands of a body like the State, say, a larger number of workers might be supported on the land than are supported now?—"If the land were in the hands of the State?" Does that mean that the State would not then let the land to a person who wanted to use it as a deer forest?

84929. I suppose it might not, if it was acting so as to employ the largest number of men?—If you cut off one demand for a commodity of course you cheapen the commodity, and so there would be that effect. It might not be very large, but there would be more work on the land for labour, because land itself would be made cheaper, just in the same way as if you make cotton cheaper you have more people engaged in making it up.

84930. Then there is something in the cry of "Back to the land?"—Something in the cry?

84931. Yes; or do you consider the whole of the crofter agitation, for example, is fallacious?—No; but I do not think there is any reason for saying that a man, whatever price he is ready to give, should not be allowed to have a deer forest. I do say that if you say whatever price he is ready to give he may not have a deer forest, that will make land cheaper for other people.

84932. Suppose the State were the sole landowner, and it had got applicants for an estate—a man who wished it for a shooting estate, and others who wished to cut it up into small holdings; and suppose the rent from either of these occupations were the same; then would you not say very much depended upon the body which owned the land whether many people or few were put on the land?—No, I think not. If the State always decided, in circumstances of that kind, when other things were equal, to give the estate for arable purposes, for purposes of cultivation, that might have a small effect; but I do not think it would be a large effect, because the landowners, if they wanted their deer forest would always be prepared to pay a little more for it—most of them, at any rate. We are now considering a very minute marginal change which cannot have a large effect either way. But should State officials declare if any person offered anything at all for land for arable purposes, they would never let it go at any price for a deer forest, that would cheapen the land enormously.

84933. I am speaking of equal prices being offered?—I do not think it would have much effect.

84934. Then you do not think there is very much in the small holdings agitation?—Do you mean whether I believe in it? I believe in it to a certain extent. I believe it is desirable that agricultural labourers should have opportunities. It should be possible for the ambitious agricultural labourer to take up a small holding, and I think probably—I do not know why; it may be due to conservatism and so forth—that the provision of opportunities is not so great now as it might be. I think landowners who are public spirited enough to do something to stimulate this provision of small holdings are doing very excellent work. I believe in it to that extent.

84935. But you do not think there is room for a very large migration of people back to the land?—It is very hard to say. Do you mean that there are in the country a very large number of people who dislike what they are doing, and would much prefer to become small farmers?

84936. That is the general opinion?—I should rather doubt it. There may be some.

84937. Suppose that were the case?—I think they would get back to the land if they really demanded it. I think there are obstacles now. I think there was not this demand a few years ago for small holdings, and, as I say, a man has in many parts of the country a difficulty in getting one. But I think if the demand were very large, the small holdings would be provided. It is all a question of the amount of social friction. I think probably you have a case here where the social friction is pretty heavy just now.

84938. Another thing that weighs with a great many people, I suppose, is that we import so much foreign produce, and the argument is that if we raised that ourselves we should only be taking profits from the foreigner; is that true?—Would you state that again?

84939. One reason for the cry of "Back to the land" is that we are importing so much farm produce, and it is supposed that if we grow the same amount of produce ourselves we should only be inflicting some damage on the foreigner, not on anyone else, as we would not be competing with the British farmer, but simply with the foreigner?—It seems to me that the answer hangs upon the way in which we are going to raise this greater produce ourselves. If we are going to raise the greater produce by getting people to farm who would prefer farming to doing anything else, then it is desirable; but if it is going to be brought about by getting people who are now making the commodities exported to pay for the imports to do farming, which they dislike, instead of the work which they do like, then we should lose.

84940. Do you think the advantage of getting back to the land is not so great as to counterbalance the economic loss that there must be?—I think you must leave the determination of that to the individual. You can advise him perhaps.

84941. He is very often advised as to what he might do, but you say leave it to the individual?—It depends on the man's taste and a great variety of circumstances. It seems to me that there is nothing essentially more ennobling in working on the land than in making cotton goods.

84942. The argument I continually get put before me is that, if we encourage any other industry we come into competition with our own men, whereas if we encourage agriculture we come into competition for the most part with the foreigner?—I do not agree with that.

84943. You do not agree with it at all?—No.

84944. Because of coming into competition with the goods we make for export in order to pay for imports?—Yes.

84945. In Paragraph 44 you speak of an object-lesson near Paris; can you give us any information on that, as we have not previously had it before us?—Nothing which is not already given.

84946. You do not know the name?—I cannot remember it at the moment. It is referred to in Mr. Schloss's Report on foreign methods of dealing with unemployment. I merely refer to it incidentally, I think.

84947. Then with regard to the payment of wages in distress work; you are quite clear that the wage paid should be lower than the standard rate?—Yes

84948. What is the argument for the standard rate?—It is feared on the part of the trade unions that if a less rate is paid that will somehow drag the trade union rate down. I know that some distress committees have been compelled in consequence of that belief to pay the standard rate, but not to provide regular employment. That meets one difficulty, I think, because as the men do not get regular employment they go back into the ordinary industrial current as soon as they can get back. But, of course, that leaves the objection that the man is being paid probably a good deal more than he is worth, and that he is therefore getting a wage plus poor relief.

84949. That is what I wanted to bring out. Is it not the case that a theory of trade unionism is that no man belongs to a trade union unless he is worth the standard rate?—Yes.

84950. Which, of course, is not so as regards unemployed labour?—No.

84951. Therefore of course the whole argument breaks down economically?—Yes.

84952. As regards labour exchanges, I see you say they ought to be tried on an elaborate and costly scale. I am very much in agreement with you on that point, but I should like to see if our reasons are the same. Does not everything there depend on the *personnel* of the men who stand at the head of the exchange?—A very great deal does, I think.

84953. They must be men who may be encouraged by good salaries and permanent positions?—Yes.

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84954. In fact, we must try to make them another branch of the Civil Service, if it is possible?—In other places I have strongly emphasised that. You must get hold of first-rate, well-salaried men. The work they are going to be set to do is exceedingly difficult work.

84955. And very largely propagandist work, if I mistake not?—Yes.

84956. In Paragraph 43, you say that you consider it impossible to have workmen's insurance except through such institutions as trade unions; and you say that, I take it, with full thought of all the schemes for compulsory Government insurance?—I have considered the Cologne scheme, and the scheme of St. Gall, Switzerland, and two or three others. It is after consideration of those schemes, though no very deep investigation, that I have come to this conclusion.

84957. You were not thinking simply of private insurance companies?—No. But I do not think private insurance companies could do it, because I think the same objection would apply to them as to the schemes to which I have referred, the Cologne scheme and others.

84958. I understand you to say that on the whole there would be no permanent unemployment of any class if every man was allowed to find his own level of wage, but you must count the standard wage and the trade union policy as a factor which is not going to be got rid of?—Yes.

84959. That being so, does that not account for a good deal of the amount?—I cannot say, but in so far as it accounts for unemployment it does not create a problem which it is for us to deal with—that problem it is the business of the trade union to deal with.

84960. But you do not mean that we must not have an opinion about the effect of trade unions on unemployment, do you?—I think necessarily they must occasionally create unemployment. Take a case where they raise their standard rate. Suppose it was 30s. and they push it up to 34s. They must make a guess, because they have no means of knowing that 34s. will necessarily hit the right rate in view of the supply of labour obtainable. Now suppose 34s. means that a certain number come out of work, then they have created that unemployment. The natural reaction will be, in view of what they are paying out as unemployed benefit, that they should bring their standard down to 33s., and should adjust it until they get a rate which they can maintain. But it is not for anybody else to step in and support those people who are temporarily kept out; that is really a strike in detail.

84961. Then with regard to the Compensation Acts and Employers' Liability Acts, are not these doing something towards unemployment also—that is, towards throwing people out of employment, who otherwise would be in employment?—I think there is no doubt from what I have heard that the recent Compensation Act is causing a slow readjustment of the wages paid to young people and to the older people. While the accommodation is taking place, one feels it in the form of temporary unemployment. I do not think it is causing permanent unemployment; it is a readjustment of rates. If the young man and the older man were both worth 30s. in the past, and if the older man is more subject to accident (which he previously paid for himself, and which is now a charge on the business), it goes without saying that he cannot be paid 30s. now; and until some arrangement is come to on the matter of wages there will be a tendency for him to be thrown out.

84962. And if he could not get help from his trade union that would be a very painful case?—Yes—if there is anything in the statement. I have only had it at second-hand that this is happening, and that the older people are being thrown out.

84963. (Mr. Loch.) The general feeling of many people is that on social grounds it is undesirable that women with the care of children, or who are rearing children, should work; do you think that if it were law that such women should not work, there would be a very great economic derangement as the result?—There would certainly be an economic derangement, but I do not think it would be serious.

84964. Not even in the districts where the textile factories are?—There it would be greatest, especially in the weaving districts, where they employ a lot of women.

84965. But were the social case strongly proven, you would not fear the economic derangement would be so great as to make the intervener withdraw his proposals?—No. I think there might be ground for adopting the new arrangement, gradually, as has been done in some cases; for instance, when hours have been cut down, the period has been extended over a couple of years or some period like that. I do not think we need fear small shocks. So many derangements take place naturally from causes that we cannot prevent, that it is not necessary to be too careful about the others.

84966. With regard to the questions that have been raised about a certain proportion of men casually employed being absorbed by employment provided for them on the land, is not one of the great difficulties this—that to work the land to advantage and to produce a larger product, a great deal of capital is required, which the smaller man and the person who, *ex hypothesi*, is in want, or approaching it, would not have?—It may be so. I have not made a special study of agriculture, but I should be inclined to say that if the further investment of capital in land would be profitable, the want of capital by a small holder ought not to be an insuperable obstacle. By some means it ought to be possible for the money to be raised, I mean by arrangement with the owner of the land, who could be associated with him and who might find the capital.

84967. That is to say, if there were a real assurance that profit would come of it, the market in one way or another would produce the capital?—The chances are that it would, I should say.

84968. And if there is not that assurance, the advance of that capital by the State would be really an extreme speculation?—Yes, it would be an unprofitable investment.

84969. Does not this question strike you, that the organisation of a trade union, or of trade unions generally, may rather check the mobility of labour than otherwise, by the men depending on some particular source of information as to whether they should go to a certain place or not, in their wake being a great many unskilled labourers who work up, as it were, to them, and do work in another department that is necessary to their work. Does the trade union really tend to mobility?—I do not see why not; but I am afraid I do not follow your argument.

84970. First of all they ask for a particular wage, which may not be the wage of the district, owing to some changes. The probability would be, would it not, that there would be the greatest mobility where there was the greatest desire to fix on a wage that was reasonable, but not a preconceived settled wage?—"There would be greater mobility"—I do not see that.

84971. A man would go where he could get the work first, and he would think of the wage in the second place?—Yes.

84972. But the trade union thinks equally of the two, or perhaps of the wage first. The man would not travel, we will say, from one town in the country to another, unless on the assumption that the wage at both places was equivalent?—Do you mean a man would not travel from place A. to place B. unless he got a gain from doing so?

84973. Unless he got an equivalent wage in the place to which he was going?—He would have to get a higher wage, would he not, or else he would not go? Your point is that the trade unions make the rates of wages the same all round, so that the man would not go?

84974. The assumption would be that?—Probably; but then I should not say the mobility was lessened, because by mobility I mean the power of movement; but I would say that the amount of movement may be lessened.

84975. I think we mean the same, though I spoke of it as mobility. You have referred to the question of insurance, and, personally, I quite agree with what you have said; but it leaves out the problem which one may not be able to face, of whether or not the unskilled labourer can in any way, by private saving or by joining any kind of club or other society, lay by for times of distress. The argument put is that he never at any time has an overplus which he could put by without neglecting his family—the social reason, I mean, dominates. Have you had any experience to show whether in fact, in particular

Professor
Sidney J.
Chapman,
M.A.

12 Nov. 1907.

Question of
capital to be
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the land.

Possible
effect of
trade union-
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ment of
workmen.

Thrift.

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Sidney J.
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M.A.

12 Nov. 1907.

Question
of apparent
absorption of
unemployed.

cases there is this thrift, in spite of what other people would call low wages?—No. I have never made any investigation into the finances of working-class families and the way they spend their wage. I have never come to any appreciable extent into personal contact with the one thing or the other, that is, with thrift or the absence of it.

84976. Another statement is made to us that though a very large number is absorbed in a time of distress, and rather quickly, it is only absorbed apparently. For instance, in London a very large number who applied for work did not get it—only a small number got it, and the large number which was left was apparently absorbed. It is alleged that this labour is not actually absorbed, but that this mass of people is living on what would be called under-employment, and practically in a state of denudation of means. Is there any evidence in your possession to show whether such absorption, which seems to take place, has or has not really taken place?—Do you mean when a labour exchange gets people work.

84977. No, I mean this: A large number of people applied for employment, and a very small number were given employment; in a short time, though the others had not, as far as we know, received relief or anything of that sort, they no longer appear on the books and are not heard of further. In that case the presumption would be that they got employment in some way, would it not?—Yes, I should say so.

84978. The argument is that that is only externally and nominally true, and that, as a matter of fact, they got jobs and went on from hand to mouth, and their families starved. Is there any presumption in that direction?—I do not know. It seems to me unlikely.

84979. That is to say, if they were actually in such low water they would appear either as demanders of work, or as recipients of relief?—Yes. They would appear somewhere, I should think.

84980. With regard to another point which has been urged upon us, the minimum wage; do you think that the adoption of a minimum wage for what are called sweated industries would lead to a large number not able to come up to the standard of the minimum wage being thrown somehow on the public hands?—Yes.

84981. They could not on those terms be taken up by any one except local authorities, I presume, because they would be excluded from, at any rate, all other wages except in sweated industries?—Yes. The only alternative would be for the State to employ them on some very simple task, and pay them a wage which they were not worth; that is, it would be a mixture of provision of work with considerable poor relief.

84982. Would the result of that be to produce a kind of inactivity in the large proportion of the people who came within the new law?—Inactivity of what kind?

84983. Inactivity in this sense—that they would rest upon a contented level as against the levels which they might reach on the competitive conditions, under which they were before placed?—I think that would depend to a large extent upon the amount of the minimum. If the minimum were very low, the effect of that kind would probably not be large; but if the minimum approximated to a standard rate, then the effect of that kind might be very considerable, and would be, I should say, very considerable indeed.

84984. I think in the instances where the State has adopted what they have called a minimum wage it has tended towards becoming the normal?—Certainly it has done so in Victoria.

84985. Also, I think, but I am not sure, that it is in Victoria they have found that they have had to come to a middle position—having what you may call a normal wage for the able-bodied, and an infirm wage, so to speak, for the infirm?—Yes.

84986. The consequence is one gets another standard of labour introduced side by side with the normal standard?—One gets a lower standard of labour.

84987. What would be the economic result of that if it were largely adopted? I understand that in Victoria they had to limit it by very carefully framing the certificates they gave for the infirm workers?—As regards sweating it means that if they cannot earn more than a sweating rate, they get certified that they shall be allowed

to be sweated. On the other hand, it means that some authoritative board settles wages, instead of wages being left to be settled by demand and supply. I think that is liable to lead to very great difficulties, in throwing the magnitude of industries out of relation to the demand for and the supply of labour of different kinds in the country for the various industries. Through the connection between the demand and the supply, you get what I should call the right rate.

84988. The process of absorption in a time of trouble would be made much more difficult, would it not?—Yes, because the wage would not react so sensitively, perhaps, and it is important that it should.

84989. (*Bishop of Ross.*) Just one word please about the cry of "Back to the Land." The population of England is very largely urban at present, is it not?—Yes.

84990. I believe that 77 per cent. is urban, and 23 per cent. rural?—I do not know the percentage, but I should think that is likely.

84991. Do you think that a desirable state of the population?—On *a priori* grounds, without examination?

84992. On patriotic grounds—on the grounds of having good men and good women—good soldiers, for instance, amongst the men, and good mothers amongst the women?—It depends on the state of your towns.

84993. Taking the state of the towns as they exist in England, do you think the towns in England at present are really good breeding grounds of the human race?—I think most of them as they are now are not, but then we have to take into consideration our power to improve the towns, I think. I do not see any reason why it is more desirable to have 77 per cent. on the land, and 23 per cent. in the towns, than to have 23 per cent. on the land, and 77 per cent. in the towns.

84994. Do you not think you would produce more bone and muscle on the land?—Probably you might produce more bone and muscle on the land, but I do not think those are the only things you want. You want intelligence and the general development of social life, and I think the towns of this country have contributed enormously to that general social development.

84995. Certainly, but you want *mens sana in corpore sano*, I suppose?—Yes.

84996. If you have deteriorated physical specimens, they are not likely to advance in mental capacity, are they?—That is true; but I do not think by feeding the body alone you develop the mind. You want the associations around the people.

84997. Certainly; I quite agree. The point I want to get at is this—Apart from the cry of "Back to the land," do you think it would be desirable to increase the rural population?—Do I think it would be desirable to increase the rural population? No, and I do not see any reason at all why that should be done. I think the deterioration of the bulk of the townspeople is exaggerated, but I think it probably would be desirable in this country that the rural population should increase—I do not mean that it should be artificially increased. There are more checks on an enterprising man when he stays in the country than when he stays in a town, and so there has been rather an overflow to the town.

84998. And that has been brought about artificially, you seem to think?—I think it is partly due to the fact that at first all the enterprising people went to the town, as ideas were more progressive in the towns; and that the flow has persisted after the cause has been diminished. Also I think that through the drain of intelligence from the country parts the country parts have got backward, and, as I have said, the provision of opportunities for the ambitious man is very small. A man has more chance of getting on in towns. If something could be done to make the country more attractive, fewer would go to the towns.

84999. You will admit then that it would be desirable to do something to make the country more attractive?—Yes, but not artificially.

85000. How do you propose that it should be done—by banding together the rural population, I suppose, to improve themselves?—How could it be done? I think one ought to distinguish between a permanent artificial stimulus and a temporary encouragement. I think the landowners who are providing small holdings are doing very good work, and I think county councils are doing a

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good deal to encourage the provision of small holdings; but I would have county councils undertake a permanent annual charge, in order to get people back to the country, because I thought it was good for them to get back to the country. Have I made my point clear?

85001. If you will excuse me, we are discussing at present the question of keeping them in the country and multiplying there, but not of getting them back to the country; we want them to remain there and multiply there?—I would not pay them to stay there, any more than I would pay them to go to the towns. I think the country is more backward than the towns; I think the country wants waking up. There has not been the same social effort applied to make the country attractive as there has been in the towns, where the workmen associate together in their clubs, for instance.

85002. You do not object to the county council helping in the erection of small holdings, do you?—Generally speaking, no; but I should want to see the scheme before I approved it.

85003. I presume that they cannot act without spending money?—No.

85004. Do you mean that you would approve of their spending money?—If they did not spend money I would approve; and I would approve of their spending a certain amount of money.

85005. Would you approve of their erecting houses on loan? If you want small holdings you must have habitations?—If the county council found that in a particular place there was no disposition to provide small holdings.

85006. On the part of the owner of the land?—On the part of the owner of the land.

85007. The great difficulty with the owner is to get money to spend on erecting houses and homesteads?—Yes. If the county council thought that there was a demand for small holdings and that by buying an estate and dividing it up into small holdings they had reasonable grounds to suppose they could make it pay, then I have no objection to their doing it; but if they take an estate knowing that it is never going to pay, and that instead they are going to pay a subsidy for keeping people in the country, then I disapprove.

85008. Would you object to the central Government doing what you admit the county council might do; that is, to the central Government advancing money on loan for the purchase of an estate to cut up into small holdings and for the erection of buildings, having satisfied itself that the rents paid by the small holders would pay interest and sinking fund on their investment?—Why could they not sanction a local loan?

85009. The question I asked is, do you object to the central Government doing what you admit the county council might do?—I do not object to their sanctioning a local loan, but I think the county council would do this work better because the county council has local knowledge.

85010. In principle do you see any difference? It is a question of public money, and in one case you pledge the rates collectable by the county council, while in the other case you pledge the taxes collected by the Inland Revenue. Is there any difference in principle?—Yes, there is a difference in political principle. The people who hold themselves responsible for the success should be the

people to lose if they fail. It is a bad thing to empower any local authority to speculate with Imperial money.

85011. Suppose it is not the local authority that speculates, but the officers appointed by the Imperial Government?—That is, you advocate the creation of a number of fresh offices, and the appointment of a number of officers to go about the country, we may say?

85012. It may come to that; the settlement of the country may require it?—Then their salaries must be charged to the cost of the estate.

85013. That is what the Congested Districts Board does in Scotland and in Ireland, and that is what the Estates Commissioners and the Land Commission are doing in Ireland; so we may have to set up here an authority for the purpose of rectifying these tremendous racial questions?—I should doubt whether it was necessary, or whether it would be satisfactory.

85014. Do you see any difference between the Imperial Government doing that, and the county council doing it?—If there is any means of the central Government getting sufficient local knowledge to do the work, and if the additional cost of their doing it is charged to the scheme, no.

85015. Then you would admit that they may do it?—Yes.

85016. (*Mr. Patten MacDougall.*) The language of the Allotments Act and of the Small Holdings Act of 1902 is, I think, that if the county council shall come to be of the opinion that there is a demand for small holdings, then they may proceed to provide the small holdings; it is your view that that is sound, and you do not propose to go further?—That is sound in view of the present circumstances. I hope such an Act will not be necessary twenty or thirty years hence, but I think probably it is needed now.

85017. (*Mr. Loch.*) Would you say that work advantageous to the district should be done at the expense of the district, and that expenditure which is onerous should fall rather on the larger community than on the lesser?—Would you state that again?

85018. Is it not a maxim in what we may call political expenditure that what is advantageous to the county should be done at the expense of the county, and that what, on the other hand, is an onerous charge exceeding the power of the locality to meet, should be rather met by the State?—Yes, very largely so. But I think my chief reason for preferring the local authority to do it is the one I have already given, that it makes them speculate with their own money, and so if there is a failure it is a local failure, which means local burdens, which create local critics, and so you have a check on any abuses.

85019. (*Sir Samuel Provis.*) Then would you think that Poor Law administration, being an onerous charge, should be borne by the State?—No, not entirely, because the cost varies so much with efficiency, and you would probably diminish the efficiency of the work if the State paid the bill.

85020. Would you say that local administration is more efficient than central administration?—Again I would give the same reply. If the local administration is inefficient, it means local burdens, which mean local criticism, and so long as the administrator has always to have in mind the critics who are around him, they will keep him efficient. You lose that check if the central Government pays the bill.

*Professor
Sidney J.
Chapman,
M.A.*

12 Nov. 1907.

Question of
county
councils
or central
Government
providing
small
holdings.

Advantage
in general
of local ad-
ministration
over central
administra-
tion of
certain work.

ONE HUNDRED AND THIRTY-THIRD DAY.

Monday, 18th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc., (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP of ROSS.
Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. GEORGE HENRY WRIGHT, called ; and Examined.

Mr. George
H. Wright.

18 Nov. 1907.

85021. (*Chairman*.) I think you have with you a Statement by the Birmingham Incorporated Chamber of Commerce as to the establishment of permanent labour registries?—Yes. (*The Witness handed in the following Statement*).

Lack of any
practical and
permanent
organisation
to deal with
unemploy-
ment.

1. Notwithstanding the fact that the country has always been subject to recurring periods of severe industrial depression involving a serious increase in the ranks of the unemployed, and also the fact that there is always a large body of unemployed existent in the country, no practical and permanent organisations exist whose function it is to ascertain, with at any rate approximate accuracy, the extent of such depression and unemployment.

2. In time of severe industrial depression one of the common sights to be witnessed in a great manufacturing city, such as Birmingham, is in the vicinity of a newspaper office. Here are to be seen day by day crowds of men and youths of the respectable artisan class waiting for the first issue of the evening paper—about mid-day. Copies are eagerly bought up from the newspaper boys, the advertisement columns are quickly scanned, and then the crowds disperse in all directions, some perhaps on bicycles, in hot haste to be among the first applicants at some particular factory, workshop or yard. These are not the class of men one generally sees in unemployed processions and demonstrations, but men of a higher stamp—some skilled mechanics, some clerks, some warehousemen, and some unskilled workmen, who are feverishly anxious to obtain work.

3. A somewhat similar condition of things is to be observed at public reading rooms at all times, and to an intense degree in times of depression. Groups of men will be seen round newspaper files, many of whom merely scan the columns headed "Situations Vacant," and then leave in order to visit some place where a hand is wanted. In many reading-rooms the pressure has become so great that special files for such advertisement columns have been set up in the halls or outer lobbies of such reading rooms.

4. The facts recited in the last two paragraphs suggest the necessity for the creation of some organisation, whereby in course of time there might be established a system of complete intercommunication between the employer who wants workmen and the employee who wants work. The fact that employers advertise, even in times of depression, appears to point to a presumption that there is a continual demand for labour, and also that employers on the one hand and workmen on the other would be benefited if a complete system of intercommunication were established.

5. During a period of depression in trade all kinds of ameliorative schemes are projected. Subscriptions are raised from the public by relief societies temporarily established; the conditions under which outdoor relief is distributed by the guardians of the poor are somewhat relaxed; relief works are opened by public authorities; surplus labour is engaged for street sweeping, road making, and other purposes; temporary labour registries are opened by the municipality or some private body: indeed, every effort is made to cope with the distress which may exist. There is much confusion; sympathy is excited in all quarters; discretion is eliminated in proportion to the acuteness of the general distress, and out of this the least worthy and the worthless class of unemployed, namely:—the unemployable class, which includes the loafer and the born-tired, reap their periodical harvest by monopolising the attention of relief societies and public authorities and obtaining benefits which they do not deserve and which are in fact intended for others. The *bona fide* unemployed who desire to participate in benefits created expressly for them are either crowded out or robbed of their due proportion of these benefits by the men who do not want work but relief. Many unemployed (respectable artisans, labourers and clerks) would rather suffer silently from abject poverty than be associated with these worthless people.

6. As soon as a period of acute depression has been bridged over and employment has reached a normal stage, relief societies cease their efforts, relief works are suspended, and labour registries closed. In point of fact the country goes to sleep until acute depression once more visits the people. There is a lack of method; no organisation is maintained to watch the pulse of the labour market. We have, it is true, monthly returns supplied by the Board of Trade which give us some information. But they only relate to half a million workers out of millions and then only to skilled and organised workmen. Furthermore, they make no impression. They are noticed in the Press and are interesting, and that is all that can be said of them.

7. It is suggested that, in order that at any moment accurate information as to the state of the labour market may be available, not only for the country at large but also for every separate industrial district, there should be established in every such district a permanent labour registry or exchange. It is desirable that these exchanges should be so organised and maintained as not to be under the control or management of relief societies, of public authorities who may have power to open relief works or engage surplus labour, or of guardians of the poor. Any such connection would operate as a deterrent to many *bona fide* working men, who shrink from charity or

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Necessity for permanent labour exchanges and registries to be established under the Chambers of Commerce.

public relief, or anything to which the badge of pauperism may be even remotely associated.

8. It is therefore suggested that such labour registries should wherever possible be established under the auspices of Chambers of Commerce, or, where they do not exist, associations or groups of associations having similar objects and functions. The administration of these registries might be in the hands of committees which include representatives of labour; and under these conditions it is believed that they would be freely resorted to by employers who want workmen and workmen who want employment. Indeed, it is probable that under proper and careful management and organisation they would, in addition to their other advantages, become the only registries and would thus become a trustworthy source from which accurate information respecting employment might be obtained.

District clearing houses suggested.

9. In connection with these local registries there should be established a number of district registries or clearing houses, and the latter should be linked up to a central registry. For instance, the local registries in the Midlands might be linked up to a district registry in Birmingham; those of Lancashire to a district registry in Manchester; those of Yorkshire to a district registry in Sheffield, and so on. The central registry or clearing-house might be in London.

Rules to be approved by the Board of Trade.

10. It is suggested that all these permanent labour registries should be administered under rules and orders to be approved by the Board of Trade so as to co-ordinate their operations.

Functions and duties of local and district labour registries.

11. The functions of the local labour registries should be to receive applications for work from *bona fide* unemployed, and from employers for workmen; to carefully tabulate such applications; to use their best endeavours to satisfy them; to send to the district registry particulars of all applications which cannot within a limited period—say three to four days—be satisfied; and finally to furnish to the district registry full and accurate statistics of the number of applications from workmen and employers; the numbers satisfied; and such other information as may be prescribed. Similar functions in relation to the central registry should be performed by district registries. Rules should also be made for lists to be supplied from the central to the district and from the district to the local registries, and in this way a complete system of intercommunication would be established.

12. Rules might be prescribed providing that no application from an unemployed workman should be registered as a *bona fide* application unless some reasonable proof were submitted that he belonged to the class of *bona fide* unemployed. All worthless persons should be referred to the Poor Law guardians.

13. It is quite possible that for some time the power of investigation in the hands of labour registries would be insufficient to prevent undesirable applicants from getting on the register, but it is believed that this is a difficulty which would in time be overcome, particularly if stringent regulations were prepared.

Bona fide workers to be helped to reach district where work to be had.

14. A *bona fide* worker out of employment, on application to a labour registry, should, if the registry is satisfied as to his *bona fides* and is unable to meet his wants, if on application to the district or central registry it is found that there is a possibility of his wants being met in another district, and if he desires to travel to such district, be furnished by the registry with a passport which should entitle him to rest, shelter, and food necessary to enable him to reach his destination.

85022. (Chairman.) You are the Secretary of the Birmingham Chamber of Commerce, I understand?—That is so.

85023. Have you acted for long in that capacity?—For five-and-a-half years.

Lack of adequate machinery for registering employment.

85024. The purport of the Statement which you have handed in is practically this, I take it, that the machinery for registering, and for obtaining work for, persons out of employment is at present very defective?—That is so.

85025. In consequence of the lack of adequate machinery you notice that those out of employment who belong to the more respectable classes scan the newspapers very keenly and eagerly?—That is so.

85026. You are also of opinion that the machinery which has recently been brought into existence for dealing with the unemployed is not liked by the more respectable classes who lack work, and, in fact, that they do not have recourse to it?—That is so. The distinction we draw between what we propose, and what exists now, is that the Unemployed Workmen Act relates more especially to periods of distress and not to the normal labour market.

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85027. The theory of the Unemployed Workmen Act, I think, was that there might, owing to exceptional depression, be a considerable number of persons ordinarily in regular employment who temporarily might be out of employment?—Yes, that is so.

Object of Unemployed Workmen Act and its failure to reach class for whom it was intended.

85028. But I gather from this Statement that a very large proportion of the people who apply for assistance under the Act are people who are more or less what you would call chronically unemployed?—That is so.

85029. To put it plainly, the Act has not really reached those for whom it was intended?—That is so.

85030. You speak in Paragraph 6 of the labour registries being closed; what registries are those? Are they registries which have been established by the distress committees?—I refer to the registries which are established by distress committees in various parts of the country.

Labour Registries established by distress committees as distinguished from labour bureaux.

85031. Those have been closed, have they?—In many cases we understand that the register is not permanently maintained, but is only maintained during a period of distress.

85032. (Sir Samuel Provis.) When you speak of registers, do you mean the registers of persons who have applied to distress committees for work; or do you refer to the labour bureaux?—I refer to the registers established by distress committees.

85033. Those registers containing applications to them for work?—Yes, for work, which they meet either by employing the applicants on relief works or by recommending them to other employers of labour.

85034. What I want to put to you is this: There are two things under the Act; one is the application to a distress committee for employment, in which case the applicant fills up a record paper, and that is entered in a register; and the other is the establishment of a labour bureau or labour exchange, which is entirely independent of the application to a distress committee for work, and consists of the putting down on a register of the names of those persons who wish to obtain employment, and of those employers who may register their names when they want employees. Is the second case what you have got in your mind?—No. What I understand is, that all distress committees or all local authorities do not establish labour bureaux.

85035. Clearly that is so?—They have an employment register which is opened in time of distress, and which is used either for the purpose of selecting men for relief works or for assisting them into another form of employment.

85036. Is it this last that you are referring to now when you speak of labour registries?—Yes.

85037. (Chairman.) The labour bureau would go on, but the register might be closed?—That is so.

85038. You think that a good deal might be done if labour exchanges were established on a system throughout the country and linked up together?—That was the opinion of the Chamber of Commerce.

Desirability of placing labour exchanges under the Chambers of Commerce.

85039. Assuming that to be done, why should institutions of that kind be under the Chambers of Commerce? Would it not be better that they should be under the municipalities?—The Birmingham Chamber of Commerce call attention to the fact that local authorities are charged with duties in connection with the relief of distress; and the object of this recommendation is that these permanent labour bureaux should be separated entirely from any authorities which may have to deal with persons in distress.

85040. Because of the fact that if a labour bureaux was started in connection with the class which are known as the unemployed, it would not predispose employers to go to it for labour?—We are confident of that.

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85041. Assuming that the two could be dissociated, that is to say, that a distinction could be drawn between those who go to a distress committee and those respectable workmen who are temporarily out of employ, do you see any reason why the labour bureaux should not, under those conditions, be under the town council rather than the Chamber of Commerce?—We do not suggest the Chamber of Commerce from any idea as to its superiority over other forms; and I think that the chamber would quite fall in with the view that the local authorities should establish permanent labour bureaux, so long as they were definitely distinguished from the functions of the distress committees. I might add that we suggest the Chamber of Commerce with representatives of labour, because we wish that labour bureaux should be primarily commercial and industrial agencies.
85042. You are expressing the opinion of your Chamber of Commerce that there is a gap, so to say, in the machinery of our industrial system, which the establishment of these labour bureaux would, to a certain extent, fill up?—Yes.
85043. Have you ever thought over the question of any difficulty that might be raised by the trade unions?—I cannot say that the question of any difficulty which might arise with trade unions has been contemplated; and I think I should be expressing the view of the chamber if I said that we believe the labour bureaux could be so administered as not to conflict with the interests of trade unions. That would probably be secured by the representation of labour on the committees of the bureaux.
85044. That is to say, you would have a certain proportion of employees and of employers on the committees?—Most decidedly.
85045. Assuming that this system was started, to be useful it must be practically universal; therefore, would you go so far as to say that there should be compulsion on every neighbourhood or every area to have some such labour bureau?—In Paragraph 10 we suggest that labour bureau should be administered under rules and orders to be approved by the Board of Trade; and I think I would go on to say we would suggest that the establishment, or the moving power for the establishment, of labour bureaux should come from the Labour Department of the Board of Trade.
85046. Whatever might be the pressure exercised, it would be necessary to bring some form of inducement upon all localities, so that the system might be in operation all over England, to make it really effective, would it not?—Yes. Undoubtedly, in order to carry out the recommendation of the Chamber of Commerce, there should be a labour bureau in every industrial district, and some pressure would probably have to be exercised in certain districts to cause those bureaux to be established.
85047. I see you add that if some such system were established, it would be possible to give to a *bona fide* workman travelling about in search of employment, a pass which would entitle him to lodging and food for a certain time?—That is so.
85048. That, of course, would distinguish between the *bona fide* workman who was really travelling in search of employment, and the habitual tramp?—That is so.
85049. (Professor Smart.) How far is your evidence representative of the feeling of the Chamber of Commerce of which you are the secretary?—The Statement which has been laid before the Commission has really the approval of the Chamber of Commerce, because it has been adopted by the council, which is authorised by the constitution of the chamber to speak for the chamber, which, I may say, consists of 950 members.
85050. Was it written by a representative body?—The Statement was prepared by a committee specially charged with the duty of preparing it.
85051. Your chamber is representative of employers, of course?—That is so.
85052. If a labour bureau were started under the auspices of the chamber, it would be considered by the working classes as a move by the employers, I suppose?—We specially provide here that labour should be represented. We should desire that the labour bureau should be looked upon as an organisation administered not only by employers, but by employees as well.
85053. Have you any representatives of the employees on your chamber?—We have no representatives of employees on the chamber, but we suggest in Paragraph 10 that the Board of Trade should make rules and orders for the administration of the exchanges.
85054. I am thinking of the hostility of trade unions generally to these labour exchanges; and I am afraid this would give them an extra handle for their opposition, if it were so entirely worked by an employers' body?—We do not desire for a moment that it should be worked by a body of employers, and we particularly point out that labour might be properly represented. The employers of Birmingham have no desire whatever to start an organisation of their own; on the other hand, they feel that probably many trade unions would be glad to be relieved of the expense which must be entailed on them by the maintenance of their own labour registries.
85055. Have you heard any expression of opinion from the trade unions in Birmingham on this point?—We have not consulted the trade unions.
85056. How would you induce the employers to use the exchange?—I think the general use of a labour exchange would have to grow. I do not think that at the moment of their establishment employers would readily resort to them, but we are convinced that there always is a demand for labour, and that employers, when they find that a labour exchange is properly constituted for the purpose of supplying them with labour, would readily resort to it in the course of time.
85057. But they get their labour quite easily as it is just now, do they not?—I was looking over an evening paper in Birmingham a few days ago, and I counted 150 advertisements by employers for labour, which proves, I think, that there is a gap, and that there is wanted some means of communication between the employer who wants a workman and the workman who requires employment. I am not disposed to admit that employers generally find it an easy matter to get the class of man they require.
85058. At any rate, if the thing were backed up by your chamber the employers who are your members would almost be compelled to adopt it?—I think that is so.
85059. I presume you would agree that the first requisite on the whole subject is accurate information, and that that can only be got from a labour exchange?—We are convinced of that.
85060. Trade unions have their own unemployed registers, have they not?—Yes, I believe they have.
85061. And they do what they can to get jobs for their members?—That is so.
85062. Under the pressure of self-interest, of course, which is a very strong pressure?—Quite so.
85063. You make a reference to clerks in your Statement, and it struck me to ask if it were not the case that a few years ago there was a very strong agitation about the unemployment of clerks, but that now we hear very little about that, comparatively speaking?—I do not think that would prove that clerks find it easy to get employment. My experience is that clerks probably find it more difficult than any other section of the industrial community to obtain employment when once they are out.
85064. Do you not think there is a slacking off in the supply of clerks now? Do you not think the recognition of the hopelessness of getting further employment as clerks is beginning to tell?—I am not disposed to think so.
85065. Do you think there is still the same rush into clerking that there was?—I think there is still the same inducement to boys to desire to work in an office rather than in a factory.
85066. You say there is a continual demand for labour; do you know that that is very generally denied by trade union leaders?—I think the instance I gave you of 150 advertisements for workmen in a single evening paper is proof that in Birmingham there is a continual demand for labour.
85067. Do you know that that is a controversial point?—In all probability it is; but in Birmingham the circumstances are different from those of other parts of the country, as our industries are so numerous.

Necessity for representation of labour bureaux.

Usefulness of labour bureaux to employers.

Natural bias of trade unions' registers.

Continued oversupply of clerks.

Continual demand for labour in Birmingham

difficulty in
finding
suitable
workmen.

85068. I should like to know if you ever knew an employer who could not get as much labour as he wanted at very short notice, apart from the advertisements you speak of?—That may be; but the difficulty under the present system is that an employer has to waste an immense amount of time in interviewing unsuitable people who apply in consequence of having seen the employer's advertisement in the paper. We believe that through the medium of a labour exchange the employer would probably at a moment be able to put his hand upon a man who would just suit his purpose, because the labour exchange would, in course of time, have a record of the experience of a considerable number of workmen.

any trades
and small
employers in
Birmingham.

85069. (*Chairman.*) You say the conditions of Birmingham are exceptional; is it the fact that there are a very considerable number of small masters in Birmingham as compared with other towns?—Yes, that is so.

85070. That might account for the large number of the advertisements?—The trades of Birmingham are miscellaneous, and except for the engineering trade and the jewellers, silversmiths and brass trades, the industries are very small, and there is no permanent organisation which would cover any considerable percentage of the workmen.

85071. When did those 150 advertisements appear; was it at a time when there was supposed to be distress?—They appeared a few days ago.

difficulties
between
unionists and
and non-
unionists.

85072. (*Mr. Gardiner.*) Have you any suggestion to make as to the way by which the differences between unionists and non-unionists could be reconciled?—I think the chamber would prefer not to deal with that part of the question. It was raised when our Statement was discussed, and was, by common consent, left out of the Statement.

85073. Has the question of the wages in a highly organised trade like the printers or the engineers been taken into consideration?—I would prefer not to deal with matters which might arise after the establishment of a labour exchange. I merely say we believe that under the control of the Board of Trade it would be possible to administer an exchange without affecting the interests either of employers or of trade unions.

85074. Or of non-unionists?—Or of non-unionists.

difficulties
as to the
standard rate
of wage.

85075. Supposing an employer wanted to get a man through your bureau at $\frac{1}{2}$ d. an hour below the standard rate, what line would your ideal bureau take?—I think that that would be a matter which could be settled by the committee of the bureau, if it were properly constituted, so as not to have any undue representation of employers on the one hand, or of employees on the other.

85076. From the trade union point of view, it can only be settled in one way, and that is by paying the standard rate. No trade unionist would sit on a committee, would he, and supply an employer with a workman to work below the standard rate?—I think that the occurrence of cases of that description would probably be the exception rather than the rule. We are looking more to the general benefits which would be derived from the establishment of these exchanges.

85077. My point was that it seems to me that is a very serious difficulty in the establishment of a bureau, and I wanted to know whether you had any way out of it?—I think, as I say, that in most cases it would be found that the employer was a man who was accustomed to pay what was the standard rate of wages current in the district, and it would only be the exception that an employer desired a man at what I might call a cut figure.

85078. Would your bureau send people off to such an employer?—I think that is a matter which would have to be settled after most serious consideration by the committee of the bureau. I should not like to express any opinion here with regard to that phase of the question.

85079. But it has a very important bearing on the whole subject, has it not?—That is so; but the chamber is most desirous of looking at the larger question of the benefits which would be derived from the exchanges, and of leaving questions where controversy would possibly come in to the controlling body, after the establishment of the bureau.

85080. (*Mr. Chandler.*) I see from your first paragraph that your chamber recognises the fact that there is always a large body of unemployed existent in the country?—That is so.

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85081. Of course, it is as the result of that that the Act of Parliament has been passed establishing distress committees in various towns in recent years?—I think we are referring in that paragraph more to the fact that there is a continual body of unemployed who, in all probability, have to wait a longer time than they might otherwise do in order to get back into employment. We are not referring so much to the body of unemployed in times of distress. I wish to distinguish between the two phases of the question.

Permanent
existence of
a body of un-
employed in
the country.

85082. I am simply taking your Statement that there is always a large body of unemployed existent in the country?—That is true.

85083. In respect of those 150 advertisements for labour, can you tell us what class of labour was required principally?—I counted the advertisements for adult male labour only.

Classes of
labour
advertised
for in
Birmingham.

85084. Would they be for clerks mainly?—No, not for clerks mainly; but individuals were required in the brass trade, the jewellery trade, the tool trade, and other trades which are peculiar to the Birmingham district.

85085. Are there not registries kept by the trade unions in Birmingham of their own accord in connection with their trades?—All the trades of Birmingham are not represented by trade unions.

85086. I think you said in answer to Professor Smart that you recognised that employers have no difficulty in getting responses to their advertisements, and that your idea in proposing the establishment of labour exchanges is to save the employer's time in interviewing unsuitable applicants?—And also to assist the suitable workman who may want to meet an employer, to meet him.

85087. Having selected the suitable man, that would still leave the larger crowd in search of work?—I think it would certainly save a large crowd of applicants applying at a factory, quite unnecessarily, if I may say so; because the employer wants a particular man, and he would be much more likely to obtain the information at a labour exchange which was properly administered.

85088. You do not suggest the establishment of these exchanges would provide employment for these people, do you?—Not at all. We merely suggest that they would largely assist to bridge over the gap that at present exists between employers and employed.

Desirability
of bridging
gap between
employers
and
employed

85089. (*Mrs. Bosanquet.*) Is it the custom of employers now, where there is a union and they want a man, to apply to that union for the man?—Probably where a trade is represented by a trade union the employer would apply to the union; but we gather from the continuous columns of advertisements for labour that all employers do not apply to a trade union, or that their particular industry is not represented by an effective trade union—effective, I mean, in so far as the supply of labour is concerned.

Applications
to trade
unions by
employers
needing
workmen.

85090. How far is the country covered by these Chambers of Commerce; are there many of them?—There are 105 Chambers of Commerce, I believe, in the United Kingdom.

Area covered
by Chambers
of Commerce.

85091. They would be in the principal manufacturing towns, would they not?—Yes.

85092. I take it, then, that they do not cover any rural district at all?—That is so. We do not touch rural districts, but of course there are Chambers of Agriculture which cover the rural districts.

85093. (*Sir Samuel Provis.*) Following up Mrs. Bosanquet's point, there would be, therefore, a considerable area in the country where there would be no Chamber of Commerce?—We suggest that where they do not exist, the work should be done by associations or groups of associations having similar objects and functions.

Desirability
of including
agricultural
districts and
agricultural
labour.

85094. Which would take in rural districts as well?—So far as it was necessary to take in the rural districts as well.

Mr. George H. Wright. 85095. In order to have your scheme of labour exchanges effective, you would want it to run over the whole country, would you not?—We have merely considered the question from the point of view of the industrial districts, and not from the point of view of the agricultural districts.

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85096. Therefore you would not be including in your labour exchange, would you, agricultural labour?—We are not contemplating agricultural labour so far as the industrial districts are concerned; but it does occur to one that the establishment of a labour bureau for rural districts would enable many men to secure employment in agricultural districts for a time at least.

85097. If it is to be complete at all, it must take in all labour, must it not?—That would certainly be a more satisfactory way of establishing the system.

Passports for *bona fide* labourers in search of work.

85098. You suggest in your last paragraph that under certain circumstances a *bona fide* worker might be furnished with a "passport which should entitle him to the rest shelter and food necessary to enable him to reach his destination"; at whose expense should that be done?—We should say at the public expense.

85099. Do you mean at the expense of the ratepayers?—At the expense of the ratepayers. We appear to be supported by the Report of the Departmental Committee on Vagrancy with regard to the desirability of some such steps being taken.

85100. Therefore you were contemplating vagrant wards, were you?—We are contemplating a better or a different treatment for the man who is moved from one district to another, through the medium of the labour

exchanges, in search of employment, than is given to the ordinary vagrant who goes from place to place.

85101. Were you in that paragraph contemplating the cases of men who could not afford to pay for their own travelling?—We were speaking more particularly of those, but we did assume that few unemployed men could afford to pay for the cost of their own travelling and maintenance.

85102. Then you have got in mind men who, by reason of wanting employment, would not be able to pay the necessary expenses of railway travelling and so on?—Quite so.

85103. (Chairman.) If the cost of the registries of persons seeking employment was defrayed from public funds, that would necessitate, I think, the bureau being under some authority which has the control of those funds would it not?—Are you speaking now with regard to the Chambers of Commerce?

Possibility of investing Chambers of Commerce with authority to grant passports.

85104. The proposal that these payments should be made out of the public funds seems to me to make it necessary that the authority over the labour bureau should be a public authority?—Speaking from the point of view of the Chamber of Commerce, I may suggest that there does not seem to us to be any insuperable reason why Chambers of Commerce should not be invested with certain public functions, in the same manner as the Chambers of Commerce in Germany, France, Italy and other countries on the continent are invested.

85105. That raises rather a wide question, does it not?—Yes, it does.

Mr. William John Davis.

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Mr. WILLIAM JOHN DAVIS, called; and Examined.

85106. (Chairman.) You are a Justice of the Peace and the General Secretary of the National Society of Amalgamated Brassworkers and Metal Workers of Birmingham?—Yes.

85107. You have prepared a Statement as to unemployment, I believe, which we can take as your Evidence-in-chief?—Yes. (The Witness handed in the following Statement.)—

Experience of witness.

1. I was a mechanic until twenty-three years of age as a chandelier-maker and assembler. In 1872 I was appointed General Secretary of the National Society of Amalgamated Brassworkers, with 5,000 members. I was a Labour Member of the Birmingham School Board from 1876 to 1883. In January, 1880, I was elected a Labour Member to the town council, which I resigned in 1883, on my appointment as Her Majesty's Inspector of Factories for Sheffield. In 1889 I resigned the appointment at the request of the Brassworkers' Society to become again its General Secretary. I have been a member of the Trades Union Parliamentary Committee for fourteen years, and for some time its treasurer. I have been for six years a member of the Management Committee of the General Federation of Trade Unions, and I am now a Justice of the Peace for the City of Birmingham.

Extent of unemployment.

2. *Extent of Unemployment*, including (a) numbers and class of men out of work; (b) extent overtime, e.g., whether chronic or periodic.

(a) I estimate that there are between 7,000 and 8,000 trade unionists out of work on the average in each year.

(b) This number is increasing.

(c) The greater portion of them are skilled workmen, as general labourers are not so well combined.

(d) a, b, and c have no reference to periodic visitations of bad trade. 1904 was abnormal, during which year the numbers above given were doubled.

(e) I estimate that unemployment among non-unionists is greater in proportion as they are more casually employed.

(f) Overtime is chronic, being resorted to from September to December 24th, which is the season of pressure in the brass trades.

Causes of unemployment.

3. *Causes of Unemployment* :—

(a) The extension of labour-saving appliances.

(b) The increase of women workers.

(c) Reduction of piece-work prices.

(d) The substitution of flimsy for solid and good work.

(e) Fashion.

(f) Indifference or want of purpose and enterprise.

4. *Effects of Unemployment* :—

(a) Purchasing power decreased.

(b) A lower standard of living.

(c) Demoralised society.

5. *Remedies for Unemployment*, with an especial reference to the working and results of the Unemployed Workmen's Act :—

(a) Unemployment Act no remedy for organised labour and but little to the unorganised.

(b) Higher wages or increased purchasing capacity.

(c) Regulation and the reasonable limitation of female workers.

(d) Regulation of juvenile labour.

(e) Improved finish in productions.

(f) Greater combination of the workers.

(g) Work where possible to be arranged so as to avoid working overtime.

(h) The adoption of what is known as the "share and share alike" principle.

(i) The closing of all workhouses.

(j) All approved charities, such as hospitals, dispensaries, etc., to become public institutions supported by the State, municipalities, and other public bodies.

(k) The State adoption of pensions to man or woman at sixty years of age.

85108. (Chairman.) The National Society of Amalgamated Brassworkers, I see, has 5,000 members?—Yes.

85109. In Paragraph 2 (a) you speak of the number of trade unionists who are out of employment on an average in each year, and you put it at from 7,000 to 8,000; what would be the number of trade unionists included in that estimate?—I estimate that in Birmingham and district there are 50,000 trade unionists. The district consists of Birmingham, Aston, Smethwick, West Bromwich, Coventry, Redditch, Wolverhampton, Walsall and Wednesbury. Out of those 50,000 trade unionists there are, during some part of the year between 7,000 and 8,000 out of employment.

Percentage of trade unionists unemployed

85110. That is a very high percentage; that is 14 per cent.?—Yes, it is.

85111. And "some part of the year" is a wide term, is it not, because it might be only a week?—That is so; but I was asked the question: "How many are out of work during the year?" and my estimate, I think, is rather under than over.

85112. But there might be a very large proportion of those who were only out of employment, say, for a few days or a week or so?—These are out of employment for more than a week.

85113. You take more than a week, do you?—In trade societies we do not recognise anything less than a week.

85114. Assuming that the conditions of employment were ideal, I presume there would still be a certain percentage who, either from bad habits or for some reason or other, perhaps because they were not quite well, or perhaps because they did not want to work continuously, would be out of employment?—There would be always a certain percentage of the men that you speak of who may be dismissed for intemperate habits. My figures, of course, do not include illness, the figures for which are quite separate from these.

85115. What should you say is the irreducible minimum of that amount?—Taking those who are out of work for over a week for such reasons, and not through ordinary shortness—for I take it you mean apart from ordinary shortness—

85116. Yes, apart from that?—I should think the irreducible minimum would be not quite 1 per cent.

85117. I am assuming the conditions are ideal. I take it, therefore, that in your judgment anything over 1 per cent. is due rather to the existing conditions of the trade?—That is so.

85118. In your industries, that is, in the 50,000 to whom you allude, should you say that under-employment is on the increase or on the decrease?—It is on the increase.

85119. Is there any abnormal reason why there should be this increase, such as perhaps the removal outside the district of some big factory connected with your industries?—On the contrary, firms from London and other places are establishing works in Birmingham, so from that point of view it should not increase.

85120. Then you go on to say that the employment amongst non-unionists is greater in proportion than amongst unionists. I suppose there are a number of non-unionists, unskilled labourers and so on, connected with the brass trade?—Yes, there is a certain number of them.

85121. What proportion would you put the unskilled to the skilled in the brass trade?—A very small percentage.

85122. What percentage?—Not 1 per cent.

85123. In the brass trade, overtime apparently is worked during the winter months, or rather during the autumn?—Yes, from the commencement of the autumn to Christmas.

85124. Why is that?—It is a season trade.

85125. It is a season trade in the sense that you are busy then?—Yes. It has always been so that our busiest period has been from the commencement of September to December 25th.

85126. Does it not go on into the New Year?—No, it falls off then.

85127. Is there any business reason for it, or do you think it is only local habit or custom?—I think that they work up to clear off the orders. I think it is largely a question of the contracts.

85128. It is to clear up the contracts which have been entered into?—Yes,

85129. Coming now to the causes of unemployment, a good many of the reasons which have been laid before us already in evidence are the same as those you give in your Statement, but I should like to ask you about (c), the reduction of piece-work prices; has that occurred of recent years?—Yes; it is continually occurring.

85130. Is most of the pay on the piece-work system in your trades?—Yes, in the Birmingham trades it is.

85131. Have wages fallen generally as regards piece-work?—We have a trade union that keeps them up, but notwithstanding that, there are reductions of individual piece-work going on continuously.

85132. I suppose that (c) may be a little associated with your next reason (d), the substitution of flimsy for solid and good work?—Yes; that accounts for much of the want of employment.

85133. I suppose generally that good material requires good workmanship?—Exactly.

85134. And with flimsy and bad material the workmanship is inferior?—Yes.

85135. So the two would rather go together?—Yes.

85136. Now as regards the effects of unemployment, I think we are all agreed there, and that we may go at once to your proposed remedies. Higher wages or increased purchasing power depends very much, does it not, on the prosperity of the trade?—Greatly.

85137. Your next remedy is the regulation and the reasonable limitation of female workers; are more women being employed in your trade than before?—Yes, and the number is increasing rapidly.

85138. Is there much drilling in the brass trade?—There is a considerable amount of drilling; but the women are increasing in the polishing departments, and they are being put to the turret lathes and to machines generally, that is to say, work which used to be made by hand is made by machinery, and women are being put upon it instead of men.

85139. Is this introduction of women peculiar to the brass trade, or is the same thing going on in other metal trades in Birmingham?—I do not think we are any exception to the rule.

85140. Do they work in families at all in the brass trade, that is, do the husband and the wife work together at it?—No. There are, of course, exceptional instances, but they are valueless as far as evidence is concerned.

85141. What is your idea of a reasonable limitation to female workers?—The reasonable limitation in my sense is that they should be put to proper work, clean work, so as not to debase the women. We do not object to women lacquerers and women wrappers-up; but we certainly do object to women being put to very heavy, and very dusty and dirty work.

85142. Is there much of that work?—Very much.

85143. What sort of work is it?—It is polishing with sand and oils, and the women when they turn out of the factories look more like sweeps than women.

85144. Have you much juvenile labour in the brass trade?—There is a good amount of juvenile labour, but no apprenticeship system.

85145. What would be your idea of the regulation of juvenile labour?—My idea of the regulation of juvenile labour is to have one boy to so many men, according to the requirements of the trade. A trade which is growing rapidly wants more youthful labour in it than a trade which, you might say, is consolidated and set.

85146. In your judgment the proportion now of juvenile labour is too high?—It is much too high.

85147. Do these boys come into the trade afterwards?—Yes, they get into the trade.

85148. Is the brass trade at all a hereditary trade?—Yes, it is.

85149. Then there are a good many of these boys who are the sons of people working at it?—Yes, many of them are; I should say 40 per cent.

85150. Now, you do not object to that?—No, we do not object to that.

85151. And I should say it is a good training, as they are not all turned off at a certain time and a good many of them go on with the trade?—Yes.

85152. Another of your remedies for unemployment is the avoidance of overtime; is there much working of overtime in your trade?—Very little.

85153. I am afraid I do not quite know what you mean by working on the share and share alike principle?—It means that when there are not sufficient orders to keep the whole factory on, they should be put on short time, instead of some being thrown out of work.

85154. That is to say, you would reduce the number of hours and keep them all on?—Yes.

85155. Of course, you cannot go beyond a certain point in that, can you?—No; but you can go to a reason-

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Substitution of flimsy for good work.

Remedies for unemployment. Increased purchasing power.

Regulation and reasonable limitation of female workers.

Regulation of juvenile labour.

Mr. William able extent, and instead of dismissing twenty men, say, John Davis. you may put them on 20 per cent. less time.

18 Nov. 1907. 85156. Taking Birmingham as an instance, supposing twenty men are dismissed, what as a rule happens—do they stop in the neighbourhood, or do they try and get away?—They stop in the neighbourhood and come on our funds if they belong to our society, or if they are tinsmith workers they go on the funds of that society; and so on.

The share and share alike principle.

85157. But they stop on as a rule?—They stop on till they can get back to their factory, or get work somewhere else.

85158. Birmingham, I suppose, is the centre of the brass trade?—Yes, it is.

85159. Is there much migration from there among the brass-workers?—We send brass-workers to everywhere, and there is migration in that sense; but they do come back sometimes.

85160. Another of your suggested remedies is the closing of the workhouses; what is your idea there?—Because they are no good.

85161. There are a large number of persons in the workhouse who cannot take care of themselves, or look after themselves, are there not?—There should be better institutions than workhouses for those. Every difficulty is put in the way of the poor by the workhouses; they are not there to help the poor though they are supposed to be.

85162. Assuming you were to get rid of the workhouses in England, still there would be the class that come there, that is to say, the infirm and the mentally or physically defective, who would have to be provided for?—I should substitute other institutions.

85163. Is it the name you are thinking of?—I know the Elberfeld system in Germany. I know there are no workhouses there, and they are better without them than we are with them. If I agree that the workhouses should be closed, that does not mean that we should not succour the poor, and look after them. It is the obstacles which the Poor Law has put in the way of the people that has made it stink in the nostrils of the populace.

85164. I see, your point is that you would like to alter the whole principles of the Poor Law?—Yes, that is so.

85165. But, of course, you must still have these institutions?—It does not follow that you cannot look after people without workhouses, by subsidising them, when it is required, in another way.

85166. Your last suggestion I see, is the giving of pensions to all over sixty years of age?—Yes.

85167. That would mean a large annual expenditure?—It is no use having an old-age pension for the people who are in the cemetery.

85168. Have you ever calculated what the cost would be?—The cost, I suppose, would be between £20,000,000 and £30,000,000 a year.

85169. I think it would be a good deal more than that; it is calculated at £26,000,000, for those at sixty-five?—That is a matter of opinion, you know. The question of rebates comes in; if you give the people a pension they will not want to go to the workhouse, and it costs about 8s. 6d. per week to keep a person in the workhouse. These rebates probably have not been taken into account, and we may differ as to what they would account for.

85170. Have you a system of sick pay in your union?—Yes, and old-age pensions.

85171. As well?—As well.

85172. I suppose a person can be entitled to sick pay who is not entitled to the old-age pension, or do all contribute to both?—They all contribute. We have in Birmingham over 100 old pensioners on the funds receiving 7s. per week.

85173. Supposing there were some system such as you wish for old-age pensions, would you after your own pension funds?—No.

85174. They would still go on?—They would pay for it, and they would be entitled to it. We contend when they pay through the rates that they are entitled to Poor Law help, but they do not get it; they are shelved.

85175. What is the period for which you pay unemployed benefit?—We pay 10s. a week for the first thirteen weeks, and 7s. a week for the next thirteen weeks; then they have exhausted their out-of-work pay. Should they be unfortunate enough not to get work we give them a retention of membership benefit, that is, we continue their contributions, or rather the society pays them, and we give them 1s. a week. That never alters. By paying their contributions we keep them in the society for the purposes of the funeral benefit, the superannuation, and the other benefits which we have.

85176. Do you pay that indefinitely?—Yes, indefinitely. If they are on the sick fund there is quarter pay, and that never ceases. So that once in, if they are unfortunate enough to be ill, or to be out of employment, they cannot quite exhaust their pay.

85177. The contributions to your union must be rather high?—They are—9d. per week.

85178. Assuming there were old-age pensions, your union would not get any relief then?—Our members would be entitled to any State old-age pension in addition to ours.

85179. I mean to say the charge on your union would not be diminished at all?—No, not at all; and we do not want it to be.

85180. Is there any limit on the wages of the men who belong to the union?—They can get as much as they like.

85181. Do you take them below a certain wage?—We take them at whatever wages they may receive.

85182. It would be a high wage, I suppose, would it not?—No. Our wages vary from about 25s. per week to 60s. per week. It is a piece-work trade.

85183. As low as 25s.?—Yes.

85184. (*Sir Samuel Provis.*) At what age do you begin to pay old-age pensions in your union?—At the fifty-five for polishers, which is a dirty trade that they have put the women to, but we have a great number of men polishers. It is also fifty-five for the brass-casters, which is a very unhealthy trade. If we did not put them on at fifty-five they would never feel the benefit as they would die before. Then at sixty years we give the pension to the ordinary finisher, whose trade is a healthy trade, but even that age is too old for them to feel the general benefit of it.

85185. In practice they do not work above those ages, I suppose?—No, not at casting or polishing.

85186. (*Mr. Loch.*) How do you arrive at your calculation in 2 (a), where you state that there are between 7,000 and 8,000 trade unionists out of work on the average in each year; what is the data for that?—There are about 15 per cent. out of the 50,000 who are out of work sometimes for over a week.

85187. You are speaking of trade unionists?—Trade unionists only.

85188. Where did you get the basis for that 15 per cent.; was it by a special circular?—No, it is an estimate of my own.

85189. Is it at all linked to the Board of Trade Returns?—The Board of Trade Returns would be fallacious in this respect, that we supply to the Board of Trade the figures for only the last week in the month showing the number who happen to be on the funds in that one week; but then we have twenty come on and twenty go off continuously every week.

85190. Is that 15 per cent. spread over the year?—The 15 per cent. out of the 50,000 unionists are out of work in Birmingham and the district some time during the year for above a week.

85191. For a week and over?—Yes.

85192. That would stand for what might be called a risk in the course of the year of out-of-work for 50,000 men?—Yes. I do not mean to include holidays in this, understand; this is exclusive of any national holidays or local holidays that they may have.

85193. Have you gone further to ascertain how far this being out-of-work at that time is due to sickness or any other cause?—This is apart altogether from sickness.

The abolition of workhouses, and the substitution of other institutions and methods.

Old-age pensions to those over sixty years of age.

Sick pay granted by Birmingham brass-workers. Old-age pensions and unemployed benefit.

Suggested effect of State old-age pensions on union funds.

Ages at which the society pay old-age pensions.

Percentage of trades unionists out of work, he arrived at.

Estimated 85194. Have you returns as to sickness similar to this ?
 10 of time —No. I could supply that information, but I have not
 sickness. been asked to.*

85195. Do you not think that there is any relation
 between this out-of-work and the pressure of sickness ?
 —No.

Percentage 85196. Does this 50,000 cover men's and women's
 of trade labour, both ?—No, it is confined to trade unionists.

85197. And is only men ?—Only men.

85198. Therefore it does not include the women
 workers that you have referred to in your evidence ?—
 No.

85199. Does the 50,000 include persons up to the
 age of sixty, or is there a limit of age ?—I am including
 the present age from the young fellows right upwards.

85200. Right up to sixty-five ?—It might be seventy.

85201. All those who are in the union ?—Yes.

85202. Then a certain amount of this would be old-
 age out-of-work, would it not ?—Yes.

85203. Could you tell me at all what the old-age out-
 of-work would amount to, taking, that is to say, from
 sixty or sixty-five upwards ?—I should say it would
 be a far less percentage than amongst the younger ones.

85204. That is to say, the greater stress from out-of-
 work is before, shall I say, twenty-five or thirty ?—
 Yes, among the general hands.

85205. What exactly does "general hand" imply ;
 does it mean that he is a more or less unsettled workman
 looking for jobs here and there ?—No.

85206. What is the reason for it that the younger
 people are more out of work ?—My reason is that the
 introduction of labour-saving appliances, by the aid of
 which one man can do as much work as eleven men
 could do by hand-labour, dislocates the industry and
 throws men out of employment. Then I have given
 another reason, which is that women are put on to do
 men's work.

85207. I thought that the result of that would be rather
 to affect the labour all through than the labour at a
 particular age, that is, the young ?—No, it does not
 affect them at any particular age, because if eleven
 men are at work they may be discharged on the intro-
 duction of a machine, and they may be of all ages.

85208. Nevertheless the return seems to show, you
 say, that it is the younger men who are most out of
 work ?—I should say it is the younger men who are the
 most out of employment.

85209. I do not understand that your explanation
 quite meets that. I should have thought that the younger
 men, once embarked in work, would have been those
 that the employers would have least desired to send
 away ?—I want to convey this, that it does not affect
 any particular age, but inasmuch as there is a greater
 percentage of young people than there is of old, it naturally
 follows that more of them get hit.

85210. With regard to this old-age pension proposal,
 you look forward to some system of rebate ; but of course
 those who are in receipt of relief to-day are a very small
 proportion of the number who would claim a pension
 if all of the age of sixty and upwards were entitled to
 it ?—Probably so.

85211. Therefore the rebate would be a very small
 matter compared to the output of money for those who
 would claim the pension ?—Yes. But it is not only
 that point ; the man and the woman who look forward
 and know that they are to be provided for by the State
 are apt to become much better members of society in
 a variety of ways than if they had no hope in life. It
 would affect the economic question of the control of
 the people.

85212. They might be better members of society—
 that is a point to be argued—but I do not see quite how
 it would affect the financial difference as to what you
 will have to spend ?—I have only incidentally been
 asked my opinion on the financial matter, but my opinion
 is, as I have given it, that it would cost between
 £20,000,000 and £30,000,000 per annum.

*(As to this the witness subsequently wrote as follows :
 I estimate there would be 2,500 to 3,000 cases of loss of
 time by sickness by organised workers in the Birmingham
 District in any normal year, and 35 per cent. more in times
 of bad trade.)

85213. (Mrs. Bosanquet.) About this heavy work that
 the women are taking up, is it better paid than the lacquer-
 ing and the light work ?—No. It is sometimes a bit
 better paid, but, generally speaking, it is not so well
 paid as lacquering and wrapping work.

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85214. Then they do not get the same rate of pay
 as the men ?—Not half as much.

Low standard
 of wages for
 women's
 work.

85215. For the same work ?—For the same work.

85216. Has it ever been thought of whether it would
 be wise to take them into the unions and insist on the
 standard wage ?—They decline to come into the union.

Women de-
 cline to enter
 unions.

85217. Do they work side by side with union men ?
 —Yes.

85218. In the same shops ?—Not always in the same
 shop.

85219. Still they might work in the same shop ?—They
 do in a few cases, but we object, and so does the factory
 inspector. Generally speaking, the employers have
 separate shops, but the charge hand, that is the super-
 visor, is a man. We cannot get them to unite ; they
 are thinking they are going to be married the next day ;
 that is all the difficulty ; they are not settled as men
 are.

85220. And the union is not strong enough to bring
 pressure to bear against their being put to this work ?—
 No.

85221. Are there any of the married women working ?
 —Yes.

85222. Should you like to see it made a matter of
 legislation that married women with young children,
 or women with young children, should not be employed ?
 —It would be a very good thing if it were so.

Desirability
 of preventing
 women with
 young
 children
 being em-
 ployed.

85223. Would that meet with general support, do
 you think ?—It would meet with general support among
 the industrial classes, and I think among the married
 women themselves.

85224. Would it be a cause of hardship, do you think ?
 —No.

85225. What about the husbands of the married
 women, are they supported by them ?—The husband
 of a married woman ought to keep his wife at home.

85226. But apparently he does not ?—He should be
 made to do so.

85227. Do you think public opinion would be strong
 enough to back any legislation of that kind ?—Yes, I
 think so.

85228. (Chairman.) Owing to women being more and
 more employed, do you see at all a tendency in a certain
 section of men (to repeat an expression that has been
 used) rather to loaf on their wives in consequence ?—
 Yes, I do, undoubtedly.

85229. (Mr. Lock.) Have you any figures showing the
 extent to which women are coming in year by year, as
 against the number of men ?—I have not, here.

Extent of
 increase in
 number of
 women em-
 ployed.

85230. Could you produce figures showing actually
 in the trades that you know how they have increased
 year by year ?—I should think that if I were to supply
 you with figures, the increase would be seen to be about
 5 per cent. per annum.

85231. Year by year there are 5 per cent. more ?—
 Yes ; and that is a rapid increase.

85232. What number would that amount to in a place
 like Birmingham ?—Probably you may take it at about
 1,200 women in my own trade.

85233. That is the brass trade ?—Yes.

85234. (Mr. Chandler.) I think you have been all your
 life closely associated with the working classes and their
 employments in this country ?—Yes, from about 1870.

85235. How many years have you been in Birming-
 ham ?—I was born in Birmingham, and I have been
 secretary of my union since 1872, with an interval of six
 years during which I was factory inspector.

85236. So you have a thorough knowledge of these
 matters. With regard to the causes of unemployment, saving
 you speak of the introduction of labour-saving appliances
 as one cause ; and that is generally understood and
 acknowledged. Does that apply to most of the trades
 in Birmingham ?—Yes ; I do not think there is an
 exception.

Labour
 machinery a
 cause of
 unemploy-
 ment in
 practically all
 trades.

Mr. William John Davis. 85237. In your experience, although it enables the volume of trade to be greater and the productive powers to be greater, has the supply of labour increased at a greater ratio than the demand?—Want of employment has increased.

Trades unions have a complete system for bringing together employers and employed.

85238. Have not the trade unions connected with the skilled trades in Birmingham a complete system for bringing together those who want labour and those of their members who need it?—Yes.

85239. So it would be hardly possible, would it, for employers in the country in the skilled trades to be requiring hands without the unions knowing of it?—Impossible.

85240. In spite of that you say, according to your statement of the estimated number of trade unionists always out of work, there are always unemployed in the skilled trades amongst the trade unionists of Birmingham?—There are always unemployed in the skilled trades.

Disbelief in labour bureaux.

85241. Do you look forward to the establishment of these labour bureaux as any remedy for unemployment?—I do not believe in labour bureaux at all.

85242. Have you tried them in Birmingham?—Yes, they have been tried.

85243. I think you said in answer to a question that you knew a little of the German system; do you find labour exchanges have been successful in Germany?—Labour exchanges in Germany, I should say, are a success because the workers insist upon having a majority on the board. In England if they give you one seat and call that the labour seat they think they are very radical and generous.

German bureaux better, but not wanted in this country.

85244. Do you think a system on the German basis if introduced into this country would be a success?—No; but I think our trade union system answers, if it can be perfected, exceedingly well in that respect. With respect to these labour bureaux and the agencies, Sir H. Rogers, the late Lord Mayor of Birmingham, made a statement that only two per cent. of the applicants out of the vast number they had to relieve in 1904 were trade unionists.

85245. I suppose in Birmingham, like other large towns, there would be a great number of instances where employees had reached the maximum as far as wages are concerned?—Yes.

Newspaper advertisements of little use.

85246. Employers then advertise for fresh hands?—With respect to advertisements they should not be noticed at all. There are many of them bogus advertisements; and some of them are put in to frighten the men and prove that the employers can get labour cheaper. There are all sorts of reasons for them. Newspaper advertisements are of very little use.

85247. Then you do not regard them as any indication of the labour market at all?—In the worst times you see the Birmingham papers filled up with "wanted."

85248. Advertisements for mechanics?—"Wanted" mechanics, and everything. In fact, our men do not look to the newspapers; they come to the office for employment in our trade.

85249. (*Mr. Phelps.*) You have strong views against overtime; is that mainly from the point of view of the increase of employment, or of the detriment to health?—I am thinking of the increase of employment.

85250. Do you think that overtime is detrimental to health?—Yes, excessive overtime is. I should not think it was detrimental if a man was working short time and then you find him a Christmas job; if he worked a number of hours' overtime then it would not hurt him at all, probably it would do him good.

85251. Have you observed during your experience ill-effects from overtime?—Yes.

85252. You think you have?—Yes, in the case of systematic overtime.

85253. Have you noticed many cases?—Yes.

85254. Would you object to it on that ground, as well as on other grounds?—Yes.

85255. Do you think it is possible to abolish overtime altogether in your trade?—Yes.

85256. You could give no explanation, I think, as to the pressure at certain seasons in your trade?—In the cycle trade they are busy in the summer months, because of the orders that have come in. The orders come in six months before they are actually required, because the distributor has got to get hold of the goods. That is why we work heavily in the winter—not that there are more of these fittings put up in the spring or in the summer, but it is to meet the demand of the big wholesale man who wants everything ready when the season comes on.

85257. He stocks his shop, you mean, with a view to the spring demand?—Yes. We do limit overtime by charging extra for it; that has the greatest effect on the limitation of overtime.

85258. What do you reckon in Birmingham the worst season of the year for unemployment?—I should say the summer months.

85259. Are they worse than January and February?—January and February are very bad months, I should say quite as bad as midsummer; at the end of February and in March and April trade looks up again.

85260. Do you think that is common through the Midlands?—Yes. Of course there are exceptions, but you know in Birmingham we are very versatile. I am speaking generally when I say that.

85261. You complain a good deal about the bad work in modern times; I think in Birmingham the system of apprenticeship has never been popular, has it?—That is so.

85262. The history of Birmingham is all against it?—It has not existed for years and years, because the apprentices were treated so very badly.

85263. You never had corporations in Birmingham, I think?—You mean guilds? No.

85264. Do you think organised instruction would be a cure for this bad work?—Do you mean technical instruction?

85265. Yes?—Technical instruction is a very good thing, but the change in production is so great that they do not want a man with an intelligent knowledge of the technique of his trade; they want a process-worker, and he has not the same opportunity. Of course, for the individual it is a very good thing to get as much technical knowledge as he can.

Lessened usefulness of technical instruction at present.

85266. You mean that technical knowledge is not now in demand in the labour market, so to speak?—That is so.

85267. Less so every year, do you think?—Less so every year.

85268. Owing to the substitution of machinery for hand-work?—Yes.

85269. In the management, and so forth, of machinery is there not a good deal of technical knowledge required?—I do not think so.

85270. Has Birmingham done much in the way of technical education?—Yes.

85271. With good results?—I think with fair results.

85272. Would you like to see it extended?—Yes.

85273. Would you like to see the school age extended?—Yes.

Proposed extension of the school age and continuation schools.

85274. To what?—Of course, on a matter like that you have got to go by degrees. I should say it would be a very good thing to increase the school age by another year.

85275. Universally?—Yes.

85276. And continuation schools after that, do you think?—Continuation schools are more important still.

85277. Do you think the associations with which you are connected would support that?—I think so.

85278. Supposing you polled Birmingham, on the whole would you find that supported?—No.

85279. When you say that bad work is very often one of the evils of modern times, do you think that the responsibility for that rests with the consumer or with the producer?—I think it is mutual. I think the consumer is sometimes too anxious about getting things cheap, and the producer is too anxious to reduce his price and under-cut somebody else, and the one panders to the other.

Responsibility for the evil of bad work.

The evil of
bad work.
Respon-
sibility of
the consumer
and the
producer.

85280. When you say "cheap" you mean low-priced, do you not?—Yes.

85281. Do you think that the working-class are as much to blame in the matter as the other classes?—Yes.

85282. Do you see your way at all to mitigating that evil?—No, except by proper trade regulations.

85283. Have you any suggestion to make with regard to the education of the consumers?—I think what is wanted generally is some little influence that we ought to go in for a good article. Of course, I know the difficulty, and there must be cheap work.

85284. Is it that people like the constant change, and do not want things to last too long?—I do not think there is much in that.

85285. Why is it that people now demand or prefer a low-priced article to a good article as compared to the last generation?—It is a question of money.

Increased
spending
power of the
people.

85286. Is the spending power of the people less than it was?—The spending power of the people is greater than it was.

85287. They prefer to spend their money in other ways, do you mean?—Yes.

85288. You do not find the demand for things of lasting and permanent value?—I think there is a fair proportion of people who want a good article. I do not think it is as bad as that; I think there is a very fair proportion of the inhabitants who would like, and be prepared to pay for, a good article, especially if they were trained and educated to it.

Possibility of
educating the
public mind
and bettering
the public
taste.

85289. That is the point I want to get at; can you make any suggestion with regard to their training and education?—That is rather a tall order. You ask what I would suggest to educate the public mind; there are various ways, but I do not think we can do much more than we are doing in that respect.

85290. In Birmingham have you facilities in the way of museums?—Yes.

85291. Do you think that they exercise any effect on people?—Yes, they have a refining influence.

85292. Do you think they tend to make the people's tastes better in the way of their purchases, and so forth?—Yes.

The influence
of fashion in
raising the
demand for
products,
especially in
the brass trade.

85293. Do you find that fashion is very dominant in the demand for the products of your industry?—The fashion changes considerably; is that what you mean?

85294. Do you think that has an effect on the quality of the work?—Yes; sometimes adversely and sometimes in its favour.

85295. Do you think that adds much to the unemployment?—No, I do not. It may throw a great number of people out of work in one particular trade, and may not pick up quite so many just at once in another; it has to develop.

85296. Could one distinguish? It may divert employment from one particular form of brass-work to another, or it may divert it from brass-work altogether to some other industry?—Take the lights in this room, for instance. When the electric light was first introduced they had a cord coming down, as you know, and several have still in many places. If this building had been erected in the old times they would have had heavy chandeliers here, instead of which you have got these common fittings; and you pay more attention nowadays to the lights than you do to the fittings. That hits us, but it is a question of fashion. The glass-maker has increased his trade by the introduction of these lights; our loss has been his gain.

85297. Would you approve of paying more attention to the light than to the fittings, or *vice versa*?—I think you are asking an interested person.

85298. (*Professor Smart.*) What is the population of Birmingham?—About 500,000.

Inter-
ventions as to
the extent of
unemploy-
ment in
Birmingham.

85299. And you put down the total number of trade unionists as about 50,000?—In the towns I have mentioned.

85300. Are these all correspondents of the Birmingham Trades Council?—No. The Birmingham Trades Council would include Birmingham and Aston, and there would be other trades councils at Wolverhampton, Coventry, and Walsall.

85301. Then these really do not all belong to Birmingham?—No, but they belong to what we call the Birmingham district.

85302. Are you aware that the Birmingham Trades Council itself puts down the figures of unemployment at, roughly, 10 per cent. as an average?—I am not aware of it.

85303. That is a very different figure to your 7,000 or 8,000?—I think I am in a better position to know the percentage than the Birmingham Trades Council.

85304. Are you a member of the Birmingham Trades Council?—Yes.

85305. But you do not believe in the trades council?—I do not believe in that figure.

85306. You say not only that the number is 7,000 or 8,000, but that that is an average of an average year?—Of a normal year.

85307. In 1904 you say in effect that there were 14,000 or 16,000 trade unionists unemployed; besides those would you say there were a great many non-unionists?—Yes.

85308. Double that, perhaps?—The number would be greater.

85309. That would constitute a very enormous proportion of the total population?—1904 was a very disastrous year.

85310. Would you be surprised to know that another witness says that the normal amount of unemployment in Birmingham is about 400 to 500?—I should not be surprised at anything.

85311. And that one-fifth of that number consists of skilled labour?—No; I am not surprised to hear that such a statement has been made.

85312. But you do not attach any importance to it?—I have heard a good many foolish statements made. I might say that in my own society we had 1,250 in 1904, and this year we have had nearly 1,000 out of employment in one society only, and in Birmingham only. So that the figure of 400 or 500 is simply valueless.

85313. What unskilled trade unionists are there in Birmingham?—There is the Gasworkers', which is a national society, and then there is the Bricklayers', which is a local society. I do not think there are any other societies for the unskilled labourers.

85314. Take the gasworkers, for example; they give a figure of $7\frac{1}{2}$ to 10 per cent. unemployed?—It depends on how the figure is ascertained. If it is the figure they give to the Board of Trade, then that is the figure for one certain week in each month. Besides that, I do not know how they can ascertain the figure, because they give no out-of-work pay. Their members only receive strike-pay and they receive no sick-pay. How they can guess or tell that there are so many out of work amongst their members I do not know, because they keep no register.

85315. Then there is evidently an ambiguity as to what we mean by unemployed?—Yes.

85316. Coming now to the causes of unemployment, you speak of the extension of labour-saving appliances, which labour of course?—Yes.

85317. We know that that does throw people out of employment in trade, but is this as true now as it was used to be?—I think it is just as true now as it always was.

85318. I mean to say: you can see a great displacement when machinery replaces hand-labour, but now when it is only a case of one machine replacing another machine does there not come to be a new kind of trade called "general skill in managing machines"?—It has not reached that state yet; it is in its experimental stage still. They are making machines and machines; they may put on the scrap-heap an old machine in order to have an improved one, and of course that would not hurt anyone, except that it would have an extra facility for getting through orders more quickly, and of course that causes unemployment.

85319. But you are not replacing hand-workers by machinery in the brass trade now—you are simply replacing a process by a process; is that not so?—It is labour-saving machinery that takes away the hand-work.

85320. But you are not replacing hand-workers by machinery in the brass trade now—you are simply replacing a process by a process; is that not so?—It is labour-saving machinery that takes away the hand-work.

Mr. William
John Davis.
18 Nov. 1907.
Estimate
arrived at by
the Birmingham
Trades
Council.

Figures as to
unemploy-
ment given
by the Gas-
workers'
Union.

The extent to
which labour
saving
machinery
causes unem-
ployment.

(a.) By the
introduction
of improved
machines.

(b.) By
machines
re-displacing
hand-work.

Mr. William John Davis. 85320. Of course, but you have got beyond that stage, have you not?—But it cannot do the whole of the work; it leaves us half of it, and then they refuse to give us half the price; they want to give us a third of the price, although there is half of the work to do that the machine cannot touch.

85321. Would not most of your new machinery now be merely an improvement on your old machinery?—That will not help employment.

85322. But it will not displace labour necessarily?—No, it will not displace labour, but it will make the want of employment greater.

Displacement of labour by the introduction of women to do work more suited for men. 85323. In what department of the brass trade have women been introduced?—In the polishing, and they have been put on to these labour-saving appliances, such as turret or cooper lathes.

85324. Is there anything unfeminine about the work?—Unfeminine about the polishing? Yes.

85325. Apart from the dirt, I mean?—Apart from the dust there is the oil, and it is an unhealthy trade altogether.

85326. It is an unhealthy trade, do you say?—It is very unhealthy. If two polishers, whether they be women or men, were to come into this room you would know of it, all of you.

85327. Then your objection is not to the intrusion of women, but to the intrusion of women into particular trades on account of some peculiarity of the work?—We think that to put on a woman and to dismiss a man in order that you may find a living for a woman means that you have dismissed a workman and punished his wife, so that one woman loses if the other woman gains.

85328. Are there many textile trades about Birmingham?—None.

85329. Have you never felt the want of women's employment in Birmingham?—No.

85330. What do the women do?—Do you mean what would the woman do if she could not work?

85331. No, but what does she do at all, the woman who wants work, if there are no textile trades in Birmingham?—They could work at proper trades. I am not objecting to women's work.

Trades suitable for women. 85332. But what trades are there in Birmingham that they could get?—There is paper-box making, there is purse making, then they can be clerks. Then in our trade there is lacquering and wrapping up. There are plenty of light, clean industries for women. Then she is a domestic servant; she does not want to go to service, but they will not put on a man, you know, to make the beds up, so he cannot compete with her there.

85333. Are you sure this intrusion of women into the brass trade and other trades is not a phenomenon of the want of a woman's trade in Birmingham?—I think that women's work is resorted to because it is cheap, and for no other reason. If they had to pay a woman at the same price as the man they would have the man.

The reduction of piece-work prices as a cause of unemployment. 85334. How is the reduction of piece-work prices of unemployment?—The reduction of piece-work prices means that a man who is on a reduced piece-work price will work much harder in order to try and earn as much by Saturday as he did before the reduction was made; consequently he gets through the orders more quickly.

85335. Not more quickly than he did before, surely?—Yes. If my price for a gross of articles is reduced from 5s. to 4s. 6d., and I put extra energy in and earn as much money, that means I do more orders in the same time—I do a greater quantity.

85336. You suggest there is only a certain amount of work to be done, and if you do it to-day you cannot get it to-morrow?—There is only a certain amount of work to be done. They do not build houses to find us orders for sash-fasteners. They build the houses and then they want the fittings. There is only a certain amount of orders required.

The substitution of flimsy for solid work and its effects. 85337. How is the substitution of flimsy work for solid and good work the cause of unemployment?—Because if you make flimsy work you do it very quickly, and it answers, and therefore there are not so many workers required.

85338. I suppose it wears out all the sooner though, The substitution of flimsy for solid work and its effects, does it not?—It wears out all the sooner. Then, of course, that may be looked at in two ways; if you get a thing that is worn out very soon, you may not repeat the order.

85339. But you may?—You may; and you may have a more durable article afterwards. Sometimes that happens, and sometimes it happens that they want a commoner article still than they had before.

85340. I suppose this flimsy work meets a popular demand?—It does meet a popular demand.

85341. You do not mean that there is a demand for flimsy work as regards machinery, I mean for brass used in making other machinery, do you?—No, I do not mean that.

85342. Do you mean brass work for decorative purposes?—Brass work for decorative purposes is generally made by hand. It is the plain work that is made by machinery.

85343. Is not that decorative work a phenomenon of the increase of wealth?—Yes.

85344. A good many things are demanded now that never were demanded before, and the people demand the flimsy work because they like it?—I think this is a bit too technical. In my trade the fancy work has decreased, as I have said, in consequence of the introduction of the electric light for one thing. There is an age when everybody wants plain work; then there is an age when everybody wants ornamented work, and so you can go through various periods.

85345. That is fashion?—Yes, it is.

85346. But we are not on fashion now?—No, we are on flimsy. As an instance of flimsy work, they will electro-brass the iron over to make it look like brass. We consider that is a fraud on the public, because it looks like brass when you go into the shop to purchase it.

85347. Do you think it is sold as brass?—It is sold as brass. That is one instance of what we mean by flimsy work.

85348. You are not blaming the employers, for instance, The responsibility of employer for flimsy work, that they should let the solid work go elsewhere, and are catering for the flimsy work, are you?—Yes, I blame the Birmingham manufacturers for pandering to this common demand, whereas they should have kept up the good article.

85349. Have they got the good article too?—They have the good article too.

85350. Has the one displaced the other?—In many cases.

85351. Is there more change of fashion in brass-work, Effect of changes in the fashion, do you think, than in any other decorative metal work?—I should think so.

85352. Would you call the brass-work particularly a fashion trade?—It is a trade of fashion.

85353. Is the change of fashion in brass as great as the change of fashion in tweeds, for example, from year to year?—No, it is not so great as that.

85354. Yet in the tweed trade manufacturers make up their mind for fashion?—Yes.

85355. And they provide for it?—Yes.

85356. So it is not a cause of unemployment in such a trade?—That is a good thing for that trade.

85357. Then you believe there is an indifference, or Mistaken want of purpose, and a want of enterprise—but on the policy of part of whom?—On the part of the manufacturers. employers

85358. Have you seen reason to believe that the employers of Birmingham are indifferent to their own interests?—I would not use the word "indifferent," but they are mistaken.

85359. They are not enterprising?—They are not sufficiently enterprising.

85360. Mr. Chamberlain comes from Birmingham, does he not?—Yes; but I think he came from London really to us.

85361. Did he not use to speak of your enterprise in Birmingham as being something very marvellous?—Yes.

Remuneration for employment. High wages as in the ending of the people.

85362. In regard to the remedies, how are higher wages a remedy?—Because the spending power of the people would be increased with higher wages, and if a chair was broken they would have it replaced or repaired, or if crocks were broken they would have new ones. The spending power of the people is the only thing that makes the trade of the country.

85363. But that only means that people have more money in their pockets, and therefore they spend more?—It means that it they have money in their pockets they will go to the shops and have from the shelves what they require.

85364. But you cannot raise wages simply because you want to give every man more to put into his pocket; a man must do something for his higher wages, surely? He is prepared to work for them, and when he has worked and gets the higher wages he spends it, and that supports the trade of the country.

85365. Do you propose that in times when unemployed workers are at his gates begging for work an employer should voluntarily raise wages?—No, not in that way at all.

85366. I quite grant, of course, and everyone would quite grant, I imagine, that if you have higher wages you have more spending power, and everything goes merrily; but that does not cast much light upon how you are to get the higher wages?—If you think I mean that an employer should double the wages all round because he holds to the principle that the more they spend the better, I am not so foolish as to say that; but I do say that *collectively*, if wages were increased, and increased all the way round, it would be better for the manufacturers, and a good deal better for the people.

85367. But we want to find out how wages are to be increased, surely. I think no one would deny that high wages are an uncommonly good thing, and so are high profits, and so are high salaries?—That is what I say.

85368. But if you simply raise wages without doing anything else, you simply raise the cost, do you not?—Yes, if you do.

85369. And then if you increase the cost you slack down the demand for the articles?—Not if the people have sufficient to purchase them with.

85370. And that leads to unemployment again?—I am not admitting that.

85371. If you have a higher price and less demand for the goods, surely you have less demand for the workers?—The point is if they get more money they can purchase more of the articles which they require.

85372. Granted?—I am not speaking of ornamental work. I am speaking of the man who gets £1 a week, which is not sufficient to keep himself and his wife and his family; if he gets £2 he has more than sufficient, and he will spend the difference in articles of manufacture.

85373. But you must show the employer how he is to raise the wages from £1 to £2?—The employer can only raise wages by charging the public extra for his goods.

85374. Cannot he get it by inducing the worker to work harder?—If the workers, who are at work, work harder, that must increase the unemployment, because it keeps the other people out of work.

Threason-able limitation of female workers.

85375. You speak of a reasonable limitation of female workers; do you think that women would regard your limitation as reasonable?—I think that women generally are reasonable. Why I object—and I have given you reasons why I object—is because they give them half the wages of men; they employ women because they come very cheap.

85376. The question of unemployment is one both of men and of women, and one cannot be content simply with the assertion that a man's view as to women's employment is reasonable, otherwise I am afraid women would never have got into any occupation whatever?—But I do not take up that position.

Improved finish in productions.

85377. Why include "improved finish in productions" among your remedies for unemployment, and what do you mean by "improved finish in productions"?—I mean there should be a good employer. For instance, my employer comes to me and says: "Now I want this lavatory tap made at 5s. 6d. a dozen instead of 6s. 6d.,

but," he says, "you must not do it here, and must not do it there." I say: "I like to do my work well and make a good article." "Never mind," he says, "if you do not do it as I want it, you can go about your business and I will get somebody else who will." The quality and the standard of the work goes down, and then someone like the late Mr. Gladstone gives an address upon the scamping of work by working men. The workman wants to do it as well as he can, but he is asked to take all this out of it, and instead of making it smooth it is turned out rough, and it is not a perfect article. That is what I mean by extra finish helping the unemployed question.

85378. Extra finish would mean increased cost, would it not?—Yes.

85379. And that would mean a higher price?—Yes.

85380. That again would mean less selling and less demand?—Yes.*

85381. And consequently less demand for labour, and so more unemployment?—Yes.*

85382. Then how is that a cause of unemployment?—You see the life of a mutton chop is a very serious matter, and if you increase the price of a mutton chop by ½d., or 1d., it is a serious thing for the country or the community. But take a bracket that has to be put up in a cellar or in a room; that is going to last ten years or twenty years, and if you make it better, and therefore it costs more by the increase of 1d., that will be a good thing for the manufacturer and will make a living wage for the men.

85383. But the people will not buy it and will not pay this higher price?—Not pay another 1d. for a 1s. bracket?

85384. You speak of a 1d., but it might be a 1s., or it might be £1?—I am only putting it at 1d. The same with a bedstead; a bedstead that is sold for £1 we make for 11d.

85385. I am afraid that is all a matter of degree?—Yes, it is.

85386. I understand you are in favour of the closing of workhouses, and you prefer some other system?—Yes.

85387. But would the closing of workhouses be a remedy for unemployment?—I do not think the closing of the workhouses would be a remedy for unemployment.

85388. But you give it as one of the remedies in Paragraph 5?—Yes. I think you should close the workhouses and set up a new constitution to treat the poor. The unemployed can be divided into two classes; there are the poor who cannot work, and there are the poor who can work. Our workhouse system is very bad indeed. For instance, I have been having a correspondence with the board of guardians in Birmingham; I will not read it, but I do not mind putting it in. A member of ours dies leaving a widow with eight children. She goes to the relieving officer. He says: "We cannot find you anything, but you can go into the workhouse." She has an abhorrence of going into the workhouse, and she says: "I cannot go into the workhouse; I have never been there." He says: "What have you done with your £10 that you had from your society?"—and this was seven weeks after she had had it. They refused her. We take it up and write. Then they give her 8s. a week, some grocery and five loaves of bread. They give her that for seven or eight weeks, and then inform her that they can no longer give her anything because she happens to live on that side of the street instead of this, that is to say, because she is not in Birmingham parish. Then I see some members of the board of guardians, and I write a letter and state that if this woman is not properly seen to we shall have to apply to the Lord Mayor as the first citizen of the city, and if there is any question about a woman, who is a Birmingham woman, living on one side of the street or the other, it should be arranged by the clerks of the various parishes.

85389. (Mr. Phelps.) Are they not in process of arranging that now?—Yes, I was coming to that. They write

* The Witness subsequently sent the following explanation of his answers to Questions 85380-1. "I misunderstood questions 85380 and 85381. My answer should have been, buyers who purchase good work support legitimate profits and fair wages, and skilled workmanship creates trade thereby reducing unemployment."

Mr. William John Davis.
18 Nov. 1907.

Mr. William John Davis. and say they would like to see me at the guardians ; I make an appointment ; then they write and say that they have renewed the support to the woman. Then they further write and say that they have had a conference with the three parishes—King's Norton, Aston and Birmingham—and that they are going to arrange matters so that it will not matter to the applicants what parish they are in. Then there is another inconsistency. I am a magistrate, and a poor woman is prosecuted because she was offensive to a matron or a nurse. This woman wanted help from the Poor Law authorities, and she goes up about half-past twelve at night to the workhouse. They tell her that she has not an order and cannot go in. The workhouse is two miles from the place where the order is issued. It is such things as these affect the poor. The workhouse will never be popular. You can reform it, but in my opinion it will never be popular. If you were to destroy it—I do not mean to destroy the building, but to destroy the institution, and to set up something new—you might have a chance ; but as long as it is called a workhouse and goes on under the present constitution, I do not think it will ever be popular.

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The closing of the workhouses would not be a remedy for unemployment. The workhouse system is very unpopular.

85390. (*Professor Smart.*) All that is quite appropriate to a discussion of the Poor Law generally, but I was asking about it as a remedy for unemployment, and I do not quite see the connection?—I do not think there would be any, because I do not think it would touch the question of unemployment.

Restriction of juvenile labour.

85391. (*Mr. Bentham.*) In your remedies for unemployment you say you would regulate juvenile labour?—Yes.

85392. In answer to a previous question you stated you would have one boy to so many men ; did you mean that as a general rule in all trades that should be laid down by legislation?—I said according to the requirements of the trade.

85393. According to the requirements of each particular trade?—Yes.

85394. Would you have that fixed by legislation at all ; was that in your mind?—No, that was not in my mind.

Powers might be given to various boards.

85395. Then how would you fix it?—By regulation. It might be by conditional legislation ; it might be by powers given to the various boards—the recognised authorities, whatever was constituted.

85396. On what basis would you make the proportions?—On a fair calculation of what the trade required, according to the number of hours made or worked, instead of its being overstocked.

85397. It is likely with that process that there might be a surplus of boys who would not be absorbed by the trades generally?—Certainly there might be a surplus of boys.

85398. The members of each trade would want to restrict boy-labour as far as possible in order to prevent more men learning the trade, would they not?—Do you mean to say that they would prevent the boys getting into the work?

85399. I am suggesting that?—I have already suggested that what might help us in that respect would be the raising of the school age by a year. The effect of that over the whole community would be considerable, if one were to add another year to a boy's life at school.

85400. That would reduce the total number of hours worked by the boys, but it would not at all interfere with the number of boys who would be learning a particular trade, would it?—No ; but then it is no use overstocking a trade, and if you cannot carry the lad, and if you cannot find him a situation at twenty-one, it is no good for him.

85401. Would not the interest of the particular trade rather outweigh other considerations?—I do not think so.

85402. Do you think that every boy should learn a skilled trade?—No ; I do not think there are sufficient trades for every boy to learn. Take, for instance, the

engraving trade. One man in Sheffield will have fifteen apprentices under him and when they are twenty-one, at this nice clean trade they are offered a situation at 16s. or £1 a week. That cannot be a good thing for the lad.

85403. But he need not stay there, need he, with a trade like that?—Where can he go? If you learn the carpentering trade or the brass trade or the iron-moulding I do not know where you can go at twenty-one.

85404. Does it not mean this, to sum it up—that if you restrict the number of persons or boys who are allowed to learn a trade you increase the number of the unskilled workers?—It might do, but then it is no good increasing the number of skilled workers if you cannot find them employment—it will only pull all the others down.

85405. Would you rather see a sort of privileged trades flourishing than see the whole lot level, so far as employment is concerned?—I do not think it is privileged, and I do not think it would be privileged under any circumstances. They have got to learn their trade.

85406. What I mean is that if there were a limited number of boys allowed to learn each trade it would be privileged to that extent?—It would be, to that extent, the same as a solicitor who has only one apprentice, you see ; there are plenty of privileges about.

85407. (*Bishop of Ross.*) You state that there are about 1,200 women engaged in brass-work in Birmingham?—Yes, 1,200 engaged in polishing.

85408. In the polishing only?—Yes ; there are thousands and thousands employed, but I spoke only of the polishing.

85409. How many men are there engaged in the trade, do you know?—In that same trade, the polishing?

85410. In the whole brass trade?—About 9,000.

85411. Would you roughly state how many women altogether would counterbalance the 9,000?—I have given you 1,200 in one trade.

85412. In one branch of the trade?—Yes ; probably there would be as many as 1,200 in the others—that is 2,400 altogether. That would make about 25 per cent. of them women.

85413. What is the range of wages for the women?—The women in the polishing trade earn from about 7s. up to about 25s. Wages earned by women in brass trade

85414. Would there be a large proportion of them at the lower wage of 7s.?—No, it would be the lesser proportion of them earning 7s. ; the greater proportion of them would be earning about 10s., 11s., or 12s. a week.

85415. Would the women earning 10s., 11s., and 12s. a week constitute the bulk of them?—Yes.

85416. Do the men mechanics included in your society include machine-makers at Birmingham?—No.

85417. You know something, I presume, of the chain-makers?—Of Cradley, yes.

85418. Is there a considerable number of women employed in chain-making?—Not so many as there were.

85419. The wages there are particularly low, are they not?—Yes

85420. About how much a week?—I do not know ; I am not an authority on that, and I would like to answer only on questions that I do understand.

85421. Would you contradict a statement which I have seen in print that the wages of the women-workers are 4s. a week?—I could not contradict it, because I do not know anything about it.

85422. And 18s. a day for the men-workers?—18s. a day for the men-workers?

85423. Yes, for the men who weld the great links?—I can contradict that, except, of course, that there are exceptions.

Mr. FRED HUGHES, called; and Examined.

85424. (Chairman.) You are the Secretary of the Birmingham Socialist Centre?—I am.

85425. You have sent a letter to this Commission which we will treat as your evidence-in-chief?—Very well. (The following is the letter written by the Witness.)

R. G. Duff, Esq.,
Secretary to the Poor Law Commission.

February 1st, 1907.

SIR,—In view of the proposed visit of your Commission to this neighbourhood, I beg leave to submit to you the enclosed documents, viz. :—

(a) Conclusions of a private conference held on December 9th, 1905, of Labour representatives interested in the administration of the Unemployed Workmen Act.

(b) Conclusions of the Birmingham Socialist Centre in May, 1906, after an exhaustive discussion of the problems of unemployment and the Poor Law.

(c) Communication from Mr. Alfred Russel Wallace, M.A., LL.D., with reference to the proposals of the Birmingham Socialist Centre.

I also enclose the names and addresses of six gentlemen whose experience, I respectfully submit, might enable them to give evidence of value in this connection.—I am, Sir,

Your obedient servant,
(Signed) FRED HUGHES.

At a private conference held on Saturday, December 9th, 1905, of Labour representatives interested in the administration of the Unemployed Workmen Act, the following decisions were unanimously agreed upon :—

1. At present we regard a Labour Bureau as the most efficient and convenient means of ascertaining the conditions of unemployment, holding it desirable in the interest of good conditions of labour that private registries should be superseded by something amenable to public observation and control.

2. When the conditions are ascertained, labour representatives should take care that all labour supplied shall be paid at not less than the Trade Union rate of wage for the time worked, so as to avoid any danger of displacing labour paid at a better rate.

3. Workmen having obtained or having a reasonable prospect of employment in another town, and not having the means to pay their own removal expenses, are entitled to be migrated at the expense of the Distress Committee in accordance with I. 5 of the Act; and money for this purpose should be paid immediately, under the signature of the Chairman.

4. The same principle may be applied in the case of a necessary emigration, though emigration should not be regarded as an expedient to be too readily resorted to.

5. We strongly advocate the establishment of Farm Colonies as one of the means of relieving the congestion of unemployed labour, believing that a sufficient number of the unemployed are willing and able to work on such colonies to render them, under efficient management, productive and self-supporting.

We consider that a combination of local committees for this purpose is desirable.

6. All Distress Committees should be urged to immediately appeal for funds to make the Act operative.

7. We are strongly of opinion that the questions for applicants, suggested by the Local Government Board, are in many particulars too inquisitorial and should be modified.

SUMMARY OF CONCLUSIONS CONCERNING POOR LAW REFORM (ARRIVED AT BY THE BIRMINGHAM SOCIALIST CENTRE, MAY, 1906).

8. Boards of Guardians and the present workhouse system should be abolished.

9. The care of indigent children should be a concern of the education authorities, who should provide meals for

the temporarily needy, and full maintenance and education for the destitute. Parents habitually neglectful should be liable to prosecution by the Education Committee, and in bad cases to be treated as vagrants. (See Clause 4.)

10. The relief of able-bodied poor should rest with the distress committees, which should be made universal and given greatly extended powers. Temporary relief in money or kind should be permitted in exceptional cases only, but the main effort should be to provide permanent employment for what must be regarded as surplus labour. This employment should be productive, but should not be competitive with that of labour employed in the usual channels. Its aim should be to render the labourer self-supporting as far as possible.

To this end distress committees should have power to establish and maintain labour colonies for the cultivation of poultry, dairy, and farm produce, with village industries and small holdings attached, to which colonists could be drafted as occasion might arise.

11. Hopelessly inefficient or refractory labourers should be drafted to state colonies under the control of the Home Office, and on these colonies confirmed vagrants should also be received and detained on magistrates' orders.

12. Men and women travelling in search of work should be supplied with a pass by the distress committee of their own locality, which should entitle them to board and lodging en route; the pass to be endorsed periodically by the police or sanitary authorities. The present casual ward system should be replaced by municipal lodging-houses under strict supervision.

13. Medical relief and the control of infirmaries and almshouses for the sick and the aged, with other functions now exercised by the guardians (e.g., the administration of the Vaccination Acts, Registration, etc.), should be transferred to the sanitary authority.

14. Any drastic reform of the Poor Law should be accompanied by the provision of pensions for the aged as a civil right, administered through the post office.

15. Local authorities should be assisted by Exchequer grants in aid of education and poor relief, in proportion to their efficiency and the population of their respective areas.

16. Existing Poor Law buildings and offices should be adapted to municipal or county purposes wherever possible, with due satisfaction of the financial interests of the several parishes concerned.

POOR LAW REFORM.

Dr. Alfred Russel Wallace on Labour Colonies.

17. The Secretary of the Birmingham Socialist Centre has received the following communication from Dr. Alfred Russel Wallace, with reference to the proposals for the reform of the Poor Law set forth by that organisation. Dr. Wallace entirely objects to the suggestion that parents habitually neglecting their children should be prosecuted by the education authority. He says :—

“Prosecution is not remedial, but rather the reverse. Further, parents are now frequently prosecuted and sent to prison, sometimes most cruelly and unjustly and always with bad results. Prosecution in such cases is a waste of judicial energy and of public money, and produces nothing but evil.”

Concerning the proposal to establish Labour Colonies for the able-bodied unemployed, Dr. Wallace says :—

18. (a) “This I agree with almost entirely, but it wants further explanation and elaboration. It should be clearly expressed that the ‘Labour Colonies’ (which I prefer to term ‘Home Colonies’ or ‘Village Colonies’) are to be established for the purpose of building up permanent, self-supporting, and self-governing communities, as explained in some detail in Chap. XXVI., Vol. 2, of my ‘Studies Scientific and Social,’ and illustrated by the previous chapter on the experiment at Ralahine. It is not sufficiently considered that such communities, once properly established and organised, might, after the

Mr. Fred Hughes.

18 Nov. 1907.

Relief of able-bodied poor under distress committees, with increased powers.

State colonies for the refractory.

System of passes for unemployed looking for work.

Medical relief.

Old-age pensions.

Exchequer grants to local authorities.

Dr. Russel Wallace on Labour Colonies. Ill effects of prosecuting parents.

Proper place for Labour Colonies on a communistic basis.

Mr. Fred Hughes.

18 Nov. 1907.

Labour Colonies should be permanent, self-supporting, and self-governing, on a communistic plan.

Other proposed (co-operative) communities for those who preferred to work for themselves.

The effects of labour colonies for temporary relief are deleterious.

The conference of Labour representatives, December 9th, 1905.

first year, be absolutely self-supporting, and in a very few years be able to procure all the comforts, many of the refinements, and the necessary leisure and mental as well as physical enjoyments of a true civilisation.

(b) "Such a community could, at once, produce an ample supply of food and clothing for all. Having an abundance of farm and garden produce of every kind, with a sufficient growth of flax; and with home industries to produce enough woollen and linen fabrics, as well as those for utilising the skins, horns, and bones of the cattle, etc., every necessary for a healthy and happy existence might be produced at home (including beet-root sugar) without needing any foreign produce whatever.

(c) "But probably in the second year, and certainly in two or three years, there would be a considerable surplus of some of the home products, the sale of which would enable the community to supply itself with tea and coffee, books, music, furniture, etc., the quantity of which would steadily increase in proportion to the industry and good management of the community.

(d) "Such a community, if carefully organised at first, and with the continuous introduction of self-government and of proper and loving education of the children—as illustrated by Robert Owen at New Lanark and E. T. Craig at Ralahine—would be so attractive to large numbers of our workers that few would care to leave it after having once enjoyed its material and social advantages. But there should, of course, be no compulsion; and for some of the more energetic, who preferred to work for themselves, full scope should be given by the establishment of another type of community consisting of the occupiers of small holdings of various sizes suited for agricultural labourers and for all kinds of mechanics; where by means of co-operation in agriculture, dairy-work, and home manufactures, the full advantages of the best machinery, together with that of individual industry, energy, and capacity might be assured.

(e) "Success will, in my opinion, be best attained by establishing in each county or other large area, both these types of colony—the communistic and the co-operative, equal aid being given to both at starting, while in the community the principles of self-government, and of separate family life whenever desired, must be carefully provided for. Both of these systems will afford, to the extent they are carried out, permanent remedies for poverty, unemployment, and pauperism. The so-called 'farm colonies' or 'labour colonies' intended for the temporary employment of paupers or of unemployed mechanics, have no such effect, but in their very nature tend to perpetuate and even to intensify unemployment and pauperism. They keep up, at the public expense, that surplus of labour in all departments which is the fundamental cause of unemployment and of so-called sweating, and therefore keep down wages at or below the minimum needed for health, efficiency, and a rational enjoyment of life. If we really wish and intend to abolish these evils, so disgraceful to our civilisation, we must offer the means of self-support to all who cannot be permanently employed and adequately supported by capitalistic organisations. Nothing less thorough than the two types of home colonies here suggested will do this."

The other suggestions of the Socialist Centre Dr. Wallace dismisses as "of comparatively slight importance because the evils they are required to meet will almost wholly disappear through the remedial influence of self-supporting labour under healthy and happy conditions of life, which should be, and may be, freely open to all."

85426. (Chairman.) The conference, the proceedings of which you report, was held on December 9th, 1905?—Yes.

85427. In the two years that have elapsed since, do you think there is any change, or may we take those views as representing their views still?—I think you may take them as still representing the views of the people who were there represented.

85428. Are the Labour Representatives the same as the Socialist Centre?—No, there was a conference of members of the local government bodies, e.g., the distress committees,

the Poor Law guardians, and the City Council, and the Aston Borough Council, who had been elected as representatives of the labour organisations.

85429. All local men?—Yes.

85430. The first thing I see is that they approve of a labour bureau. Have you thought at all over that subject?—It has been suggested to us that we might establish a system of, not so much labour bureaux as employment exchanges, all over the country, which would very much tend to the mobility of unskilled labour?—That is practically what we had in our minds at this conference. Of course, we make the reservation that these bureaux, or labour exchanges, should be controlled in such a democratic way as to give the organised workers of the country some assurance that they would not be used for the purpose of supplying cheaper labour than can be got on the ordinary labour market.

85431. That is, of course, one of the difficulties; trade union rates uniformly applied might kill these bureaux; but it has been suggested that if there was some system of control by which half employees and half employers were appointed these difficulties, to a certain extent, would settle themselves?—Yes, they would tend to do so; wherever you can get a certain amount of representation, the more representation you have of the workmen the less friction arises. We had a case in point, just after the conference reported here, in connection with the bureau which the Birmingham Distress Committee have established. There was some labour dispute at one of the railway goods yards, and they telephoned to the distress committee's bureau for workmen to go down and load wagons, and a number of workmen were sent down. When one of the labour members of the committee heard of the matter, he went down to the office, had the men withdrawn, and subsequently raised the matter at a committee meeting; and his action was confirmed. We there established the principle that these bureaux were not to be used for the purpose of supplying labour where there was a dispute between the workmen employed and their employers.

85432. If a system of this kind were to be generally established there must be some undertaking, or some safeguard, that these labour bureaux would not be so used in times of labour disputes. Then assuming that they were established, it would be possible, as suggested in your statement, that workmen who were bona fide looking out for employment might have their travelling expenses paid?—Yes, that is done now, I believe; but the point that we are emphasising here is that it should be possible for the money to be supplied more readily than is the custom at present; that under the signature of the chairman the migration expenses might be furnished at once, or at twenty-four hours' notice, let us say, instead of the man having to wait until the committee meets, because in the meantime his berth may have gone.

85433. Of course, care must be taken that these passes, whatever shape they take, are only given to men who are bona fide looking out for employment, and not given to people who simply want a walk about the country?—It is simply a question here of the men whose names are on the book as requiring employment, who have been considered by the committee to be men for whom employment should be found if possible.

85434. You advocate the establishment of farm colonies. What was the idea in the minds of these representatives? Did they want to have farm colonies established on a very large scale?—Yes; what we wanted to see done in the Birmingham district was a colony established jointly by the three boards of guardians, that was the original idea; then subsequently came the distress committees. What we wanted to see was the distress committees for Birmingham and Aston, and if possible the authority in King's Norton, which touches part of the city, unite for the purpose of establishing a colony to which they could draft the labour which all three of them had to deal with.

85435. A farm colony after all would only take a very limited number of people unless it is on a very large scale?—It depends on the scale. Our desire was that we should unite in order that it might be done on as large a scale as possible.

Labour bureaux exchange approved subject to democratic control.

Money for travelling expenses for workmen bona fide in search of employment to be given more readily.

Proposed establishment of farm colonies on a large scale.

The stability of colonies on large sea-recommended.

85436. Was the idea simply to give them means of sustenance for a certain time, or to train them and try and put them in some other walk of life?—As far as this particular Conference was concerned, I think the notion originally was to keep them going until they could find work at their own trades again; but you will see the same point is dealt with by the Birmingham Socialist Centre, and their idea is rather a more permanent colony at which men should be maintained and should become, in fact, skilled workers on the land.

Different kind of labour colonies recommended.

85437. In the second portion of the statement you propose to have State Colonies, but I thought those States Colonies were rather of a different character; they were to be for the vagrants or the persons who were reluctant or unwilling to work?—You are looking at the fourth recommendation now, but the third recommendation speaks of the relief of the able-bodied by the distress committees, and it goes on to say, "to this end distress committees should have power to establish and maintain labour colonies."

85438. The idea, then, of the Birmingham Socialist Centre was that these colonies should, to a certain extent, be graded so that those who would not conform to discipline or work should be either sent to a more severe colony or have more stringent conditions imposed upon them?—Yes, our idea was that there may be a certain number whom it would be found on trial impossible to make capable workers of, or who were refractory and would not work. In cases of this kind, and in the case of confirmed vagrants who ought to be brought under control, perhaps the best thing would be to send them to the Home Office colony, where they would be more or less under restraint.

The objects of the colonies.

85439. You make certain suggestions in Paragraph 3 of the conclusions of the Birmingham Socialist Centre to the effect that the employment should be productive, and should not be competitive with that of labour employed in the usual channels. Its aim should be to render the labourer self-supporting as far as possible. They are not very easy conditions to comply with?—No, I grant that.

85440. Really the conditions you lay down there seem to sum up the difficulties we have to deal with, do they not?—Our idea is rather that while it is a difficult problem it is not by any means an insoluble one. We feel as long as you have got here a number of people who are potential consumers, you have a potential market, and as they are all in want of commodities, and apparently nobody is catering for that market, the only way in which that demand can be made effective is by supplying the means of purchasing what they require. To do that you must employ them. We feel that employment which is not productive, if it is undertaken under compulsion, even although it is only the compulsion of necessity, is more or less demoralising, whereas productive employment ought to be the very reverse, so we asked ourselves: What can these men be put to do which will not result in somebody else being thrown out of work? and we considered that, at any rate, so far as this country is concerned, nobody would suffer by their being set to produce food; that a very large amount of our food supply, far too large an amount, comes from abroad, and that they might be very well set to work to produce sufficient food to sustain themselves. Then as the colony grows, if we have a large enough colony, enable other industries, more or less self-contained, to be run along with the purely agricultural work, so that they could go on producing clothing also for themselves; ultimately they would automatically come into the general market of the country as a self-supporting community.

85441. I am afraid the experiments which have been made so far do not show any likelihood of these colonies being self-supporting, or approximately self-supporting?—To which experiments do you refer?

Dr Alfred Russel Wallace as an authority on labour colonies.

85442. To any of the experiments that have yet been made, or, at least, that have come to our cognisance. Is Dr. Alfred Russel Wallace a great authority on labour colonies?—He has written a good deal on this subject. We sent our conclusions to him for his comments, because we thought his views would be particularly valuable. The paper we sent in to you is the gist of his reply.

85443. Do you know anything about the two places he mentions here, the community established by Robert Owen at New Lanark, and E. T. Craig at Ralahine?—I do not know anything about the Ralahine community other than what I have heard from Dr. Wallace; and so far as Robert Owen's experiment at New Lanark is concerned, that was in connection with the factory in which he was a partner, and in connection with which he carried out a complete system of education for the children who were employed in the factories. It is an educational system particularly which is referred to so far as New Lanark is concerned. That was not a farm colony at all; it was a factory community, but the educational system which is referred to was an exceedingly successful one, so far as I have been able to learn.

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Experiments by Robert Owen at New Lanark and E. T. Craig at Ralahine.

85444. Passing on, you would wish to place medical relief and the control of infirmaries and almshouses under the sanitary authority. I assume the idea is that all these should be free?—Yes, our idea is that the whole of the public medical service, infirmaries, hospitals, almshouses, and so on, should be under the control of the sanitary authority, and that they should be a civic right, and there should no longer be a distinction between charitable institutions on the one hand, and Poor Law institutions on the other, a distinction which is very largely theoretical.

85445. They would be free, I assume?—Yes, that is our idea.

85446. To everybody?—They should be free to every citizen.

85447. No matter what their income might be?—No matter what their income might be.

85448. As regards the provision of an old-age pension, why do you wish it to be administered through the Post Office?—In order to keep it clear of any association with the old Poor Law. The principle we were anxious to establish is that the old-age pension should be a civic right, and the Post Office is selected as being the handiest medium through which it could be administered, the Money Order Office in fact.

Proposed provision of old-age pensions.

85449. Do you propose to give old-age pensions to anybody without any investigation of their previous life or career?—No, we do not suggest that.

85450. There must be some authority who would conduct that investigation?—The investigation depends, of course, upon what particular kind is necessary. All that we feel is necessary, and all that in our mind has to be ascertained, is that they are *bona fide* citizens, that they have lived and worked in the United Kingdom for the greater part of their lifetime, and that they are not criminals; the registrar's certificates are almost sufficient. Any supplemental investigation might be made by Justices of the Peace, I suppose. The system we have in view is similar to that which is in operation in New Zealand.

85451. There you have a very much smaller population, and they all know each other?—Yes, but even there they have to have a system; they must rely on certain specific authorities for their information. Once you have established that system it is not difficult to extend it to a larger population.

85452. (Bishop of Ross.) The Conference of Labour Representatives in Birmingham was not very hopeful of emigration as a remedy for unemployment?—No, for they did not see particularly why it should be necessary to emigrate, so long as we have got so much unused land at home, to which our surplus labour might be applied. If a man would be suitable, let us say, for Canada, there is no reason why he should not be a self-supporting labourer at home.

Emigration as a remedy for unemployment.

85453. You attach great importance to the fact that the labour should be productive, and the people should be self-supporting?—Yes.

85454. In order to set them on the land would you agree to erecting houses for them, or to fixing up small holdings?—Yes, we suggest there should be small holdings attached to these colonies, to which colonists should be drafted, those who prove themselves suitable, as the occasion arises, and obviously they must have houses to live in.

Proposed provision of small holdings attached to the labour colonies.

Mr. Fred Hughes. 85455. You propose to relieve the towns by sending people out of the towns to the labour colonies?—Yes, they would necessarily be outside the towns.

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Advantage of keeping agricultural people on the land as compared with sending people out of the towns to labour colonies. 85456. Would you not help to relieve unemployment if you keep the agricultural people outside, and keep them on the land?—Yes, if you could do that, you would help certainly, although that is not the only cause of unemployment, of course.

85457. No one says it is the only cause, but it is amongst the causes?—Yes, it is amongst the causes which aggravate the unemployment of the towns.

85458. Would there be more mental difficulty, or emotional difficulty, in getting town people out, and keeping them on the land, or keeping the country-bred people on the land?—I do not know; I should say probably, quite possibly at any rate, the town labourer, if he has had an experience of being out of work for anything like a lengthy period, would be quite glad to get back to the land.

85459. Having had sufficient experience of town life he would be glad?—Yes, if he had been out of work.

85460. The countryman, not having had that experience, is attracted?—I have met countrymen who have come into Birmingham, for instance, not because they were particularly attracted to the city, but because they could not stand the life they had to put up with in the country.

85461. A man born and bred in the country is accustomed to the country and getting a good wetting occasionally; is it likely that a man in the town, not accustomed to these climatic changes, could be comfortable?—I was not referring so much to the climatic, as to the social and other conditions.

85462. The climatic conditions also have a serious effect, have they not?—I should say that the climatic conditions of the country were as good as those of the towns; in fact I should say they were a good deal better, because we have a sort of artificial climate in a city like Birmingham, that is not at all beneficial.

85463. A town man, as a rule, is not exposed to a severe wetting on a rainy day?—If he is an outdoor worker, he is; a navvy, for instance, has to stand a good deal of it, and you can stand a wetting a good deal better in the country than in the town.

85464. And a navvy, therefore, is quite suitable for agricultural labour?—I should judge so, though I am not a practical agriculturist.

85465. You quite approve of trying to keep a large population in the country?—Undoubtedly, all other questions apart, the aggregation in the towns is a bad thing from a sanitary point of view, of course.

The Small Holdings Act 85466. Do you approve of the Small Holdings Act lately passed?—I do not disapprove of it, though it is not exactly what I should call a large step towards the solution of the problem.

85467. But you regard it as a step in the right direction?—I regard it as worth having.

Labour colonies not a solution of the question of unemployment.

85468. (*Mr. Lansbury.*) You do not put forward the proposal for labour colonies as the only remedy for unemployment, do you?—No, we do not put it forward as a solution of the question at all, but we put it forward as a step towards the relief of the problem as it stands now, which will not create worse difficulties when we have to deal with the thing on a larger scale; these proposals are not put forward as a complete statement of our views on the unemployed problem, but merely as a statement of our views on the problem of the administrative changes necessary, if we are to go a step further.

85469. You would be in favour of many other things being done to temporarily relieve people?—Certainly.

Question of shortening hours. 85470. Such as shortening hours?—We are all strongly of opinion (I speak now for the whole of the Socialists of Birmingham, and most of the organised workers of Birmingham) in favour of shortening hours as a step towards relieving the unemployed problem.

85471. Have your people ever considered (I am speaking now of the trade unions) the question of raising the school age of children to sixteen?—Yes, it is a question which gives rise to considerable difference of opinion. Personally I should like to see the age raised.

85472. But the organised workers in Birmingham?—I cannot say definitely: there is certainly a large minority who are not in favour of it; it is a question that I have once or twice attempted to test. On the Birmingham Trades Council, of which I am a member, I have raised the question twice, but I have never taken an actual vote, so I cannot say whether the majority is with me or not. I know there is a strong feeling, and I think probably the majority of the representatives of the trades of Birmingham would favour a slight rise in the school age, but I cannot say the whole of them would.

85473. You do not know of any colony in existence of quite the same character that you have proposed here, do you?—I do not.

85474. So that it would be true to say, would it not, that your experiment which you are proposing has never really had a trial?—That is so.

85475. Therefore we have no real knowledge as to whether it would cost the State more to work?—No, we cannot tell. The cost would depend a very great deal on the class of men you happen to get hold of. What the original outlay would be would all depend on the price of land in the district where you started your colony, and various other things of that sort.

85476. You have not come up here to advocate a labour colony where men go down for twelve or sixteen weeks, and then are sent back into the town again. That is not your idea?—No, we consider it is quite a mistake to imagine that we have served the end of the distress committee's existence if we have only found something for the surplus labour to do until it is wanted again by the employers. Our objection is to the surplus labour altogether. We want the whole of the labour steadily employed.

85477. As to the men travelling about, you have thought of this, have you not? In paragraph 5 you say that the present casual ward system should be replaced by municipal lodging houses under street supervision. Have you had any experience of the ordinary casual wards?—I have not.

85478. Do you know anything about them?—I only know what I have gathered from guardians of the poor and from officials of the Poor Law, and from one or two people who have tried a night in a casual ward.

85479. You would not imagine that they are the kind of place to which decent workmen ought to resort for lodgings?—I do not know any single workman travelling in search of work who has gone to a casual ward for a night's lodging, or would have dreamt of going there.

85480. They are looked on as places altogether unsuitable for them?—Quite.

85481. As to medical relief, I take it that what you really want is that a man who suffers from a non-infectious complaint shall be treated in the same manner as a relief person who suffers from an infectious complaint?—Yes.

85482. Then you do not want any difference between the person with scarlet fever and the person who happens to have rheumatism or some other complaint of that kind?—That is it precisely. It is only the fact that a person with scarlet fever is more dangerous to his neighbours which has caused a difference of method, but of course it is not one of principle at all.

85483. As to its being free to everybody, can you see any difference between free medical relief for everybody and free education for everybody, whereby the Duchess of Sutherland, for instance, can send her children to a board school in Staffordshire. Is there any difference in principle between the two?—No difference in principle at all.

85484. That is what you take your stand on for medical relief?—That is so.

85485. (*Mr. Bentham.*) I understand you are in favour of a universal system of labour exchanges?—Yes; obviously if a labour exchange in one locality is useful, it will be more useful if it is linked up with a central bureau with labour exchanges in all localities.

85486. Have you ignored altogether trade union views in connection with labour exchanges?—No. As a matter of fact I am a trade unionist myself, and the trade union objection to labour exchanges is mainly the objection that they are liable to be used for the purpose of supplying labour at less than the trade union rate, or for the purpose of supplying labour at times of trade dispute. Our advocacy of labour exchanges is conditional upon those objections being met.

85487. Is not the main idea in the minds of trade unionists that it would give the men who are not trade unionists an equal chance of employment with a man who is a member?—I do not think that weighs very heavily. If it did, I do not think it is a sufficient objection to weigh against the advantages of the system.

85488. You take a wider view of it?—I do not admit that the feeling you mention does prevail amongst trade unionists. I do not think they look at the thing quite so narrowly.

85489. What trade union do you belong to?—I belong to the National Union of Clerks.

85490. It would not be raised much in that body, would it? Do they get out-of-work payment?—As a matter of fact we do give out-of-work payment, and we have an employment bureau of our own. As far as we are concerned I rather think that a public bureau of this kind, if there was some chance of our being directly or indirectly represented upon it (of our views as workers being represented on the management of it) we should rather welcome it as an assistance of our own bureau.

85491. With regard to farm colonies, as I understand, you advocate farm colonies as a means of absorbing what you term the surplus population?—Yes.

85492. That they should be put on to farms and be self-supporting?—They should be put on farms with a view of becoming self-supporting. I do not suggest they would be self-supporting the first year.

85493. I notice here it is one of the conditions on which you set them up, and also one of the conditions on which Mr. Russel Wallace supports them?—We say here in Clause 3 that its aim should be to render the labour self-supporting as far as possible. We are dealing here with a miscellaneous number of people some of whom are inefficient, have become inefficient, and possibly never would become self-supporting again; others would be capable of being made self-supporting; we want to get the best we can out of all of them.

85494. What would you do with people temporarily out of work, would you treat them in farm colonies?—I should not advocate farm colonies for mere temporary unemployment.

85495. Of course, when you set up these colonies with a view of absorbing the surplus population, there will always be a margin that is more or less unemployed at certain times of the year. Have you a remedy for that?—Seasonal unemployment, do you mean?

85496. Not necessarily seasonal; but there might be a change in trade or a period of depression?—In cases like that of course the labour colony would be there; and I am inclined to think that if you had a sufficiently large system of this kind you would not have the same periods of depression; you would not have these fluctuations to anything like the same extent that you have now. The fact that you can have it shows that you must have something like a floating surplus always on the labour market, and it is to get rid of that floating surplus that we make this suggestion as one means towards it.

85497. You will admit, will you not, that in agriculture the standard of living, taking the whole people employed, is much lower than it is in towns in ordinary industries?—Yes, the weekly income and weekly expenditure is less, of course.

85498. Do you think that townspeople who have been accustomed to a reasonable rate of wages will be satisfied to settle down in a self-supporting colony with only what they can make out of the land to subsist upon?—The

people you are dealing with here are those who have not been in receipt of a satisfactory wage, and those who have been out of work. A man who has been in receipt of a satisfactory wage I expect to be self-supporting, and would not be permanently out of employment, and therefore would not apply to go on to a colony.

85499. But those who do apply and are willing to go to a colony, if they themselves have had good employment at one time or another in their lives would want to get back again to have another try?—Yes.

85500. I suppose you would have free liberty to these people to let them go backwards and forwards to have another chance?—Certainly, within a reasonable limit. You would not let a man be going backwards and forwards half his time. If a man who has been on the colony for a year or two has an opportunity of getting back to some trade at a better rate of wages than you are paying him on the colony why should he not have the chance of going back?

85501. You would find, would you not, that you would always have to subsidise a colony of that description, because the men are not regularly accustomed to that class of work, and then the people who might want to go back might want to go back at the time there is not that want of employment for them in agriculture; it is not regular all the year round, that is, at certain seasons more are required than others?—That is so. That is one difficulty we had in view when we suggested that other industries should be attached to the colony besides agriculture.

85502. What kind of industries?—What we call here village industries, such as the tailoring and shoe-making trades, that a man could follow and leave at harvest time when his work was required in the fields for a longer time.

85503. That would only be to supply the wants of the colony?—Yes, for a time.

85504. One of the conditions of Dr. Wallace is that it should be self-contained, and should not interfere with outside labour?—You will find that Dr. Wallace goes on to say after a year or two, probable in the second year, and certainly in the third year, there would be a surplus of home products which he suggests should be sold outside, or exchanged for commodities which cannot be produced on the colony.

85505. There have been several experiments tried in the past of this kind of colony, have there not?—Not exactly of this kind of colony. We have had one or two colonies so-called, not exactly colonies in the strict sense of the word, under some of the distress committees; for instance, there is one they are just starting in Glasgow, and there have been in the past one or two experiments in the way of self-governing colonies. There is the colony of Mr. H. V. Mills at Starnthwaite in Cumberland, which I believe is still in existence, although in a different form to that in which he originally founded it. He had some such idea in his mind at the beginning.

85506. I think I can correct you there, that he never had that idea; some of the colonists who went on to the colony had?—I suppose there was a difference between Mr. Mills and some of them as to how it should be run. I do not know of any case of a colony on the lines suggested here.

85507. I was going further back than that; you do not remember any colony in the country that has been worked on the plan you suggest, and been successful?—I do not know any one which has been tried on this plan.

85508. There is one, referred to there by Professor Wallace, in Ireland?—Yes. Ralahine.

85509. That was a co-operative affair, was it not?—Yes; that is not exactly on our lines. That is Dr. Wallace's line of a self-governing colony. Dr. Wallace's suggestion of a self-governing colony is rather different from our idea of a colony which should be controlled by a local authority.

85510. Would you agree, granted a farm colony under the best possible conditions, that, unless it was self-supporting, the people should live at the standard of their own production or die, or should the rest of the community be taxed for their support?—I should say when you are

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Reasonable liberty would be given to leave the colony.

Other industries attached to the colony besides agriculture.

No experiment on quite the same lines. Some similar experiments: (1) near Glasgow. (2) at Starnthwaite.

(3) Ralahine.

Presumption on which farm colonies are proposed.

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dealing with labour of this kind that has been neglected, and is to a certain extent inefficient, that it is quite obvious it should be subsidised for a period until it does become self-supporting. If you find it has to be permanently subsidised, the obvious deduction is that these people are all inefficient.

85511. If it is not self-supporting you would not advocate it?—If I thought it would not become self-supporting, I should then have to consider whether it would be worth while subsidising these people as long as they lived, but I should want to deal with them as men who were not sufficiently responsible citizens, and not efficient at all.

85512. You lay down here that you would abolish the workhouse system?—Yes.

85513. That is the first item in your summary of conclusions?—Yes.

85514. Have you thought out how you would set about it to start with?—How we should set about abolishing it?

85515. Yes?—It would be abolished when you substitute these other provisions for dealing with the work which the present boards of guardians have to deal with by the workhouse system. This paragraph must be taken in conjunction with the others, which suggest what should be put in the place of the present workhouse system.

85516. You mean you would abolish it by making it unnecessary?—Yes, by taking away the work which is now done in connection with it, and transferring the work to other authorities to be dealt with in other ways.

85517. Have you ever been a guardian?—No, I have not.

85518. Have you had any experience in dealing with the poor in relief work, either in relief committees or in any other way?—I have taken a good deal of interest in the feeding of school children, and different work of that kind, and I have taken considerable interest in Poor Law work: I have once or twice unsuccessfully endeavoured to become a guardian.

85519. Could you say, taking the workhouse in your own locality, what the inmates consist of as a whole; how are they divided into classes, and how would you divide those respective classes under the different authorities?—The workhouse I know most about is that in connection with the West Bromwich Union, and there the number of able-bodied inmates is exceedingly small, very small indeed, much smaller I believe than in the Birmingham or Aston workhouses. It seems to me that, as far as I can judge, the inmates may be roughly classed into four sections: the able-bodied, the aged, the sick and the children, and in these suggestions we have endeavoured to indicate the line along which all those four sections should be relieved.

85520. There is an infirm class that is not sick, and not necessarily aged, which forms a very large proportion of the workhouse inmates?—Sickness and infirmity may be classed together surely?

85521. Would you put them together?—Yes.

85522. Those have to be provided for in an institution of some kind: I take it that you would have those under the sanitary authority?—Yes.

85523. Take the case of a widow with children, how would you divide the family?—In the case of a widow with children, I think it is a very bad thing to break the home up at all; that is obviously a case for out-relief.

85524. Supposing she is sick and must go inside?—Then her children should be temporarily cared for while she is sick.

85525. By whom?—By the education authority.

85526. That would mean that application would have to be made to somebody for relief in the first instance?—Certainly.

85527. What authority would you have for that?—In the case of sickness the woman would go to the hospital or to the district medical officer, who would be under the control of the sanitary authority.

85528. There would be some machinery previous to that; she would want to make application for assistance for herself and family to somebody, or would she send the children to the school attendance officer and

walk herself to the hospital belonging to the municipality?—She might be so sick she could not walk.

85529. You must have some machinery to deal with it. What body would that belong to?—You are presupposing something in the shape of a relieving officer?

85530. I am wanting you to say?—Is that what you are asking me, to suggest some substitute for the relieving officer?

85531. I mean the relief committee of the guardians, that is where the applications are actually dealt with and relief distributed. What would you set up in its place?—So far as medical relief is concerned, I have already explained that would be free, that would be a civic right.

85532. That is not the point, the application must be made to somebody in the case of a family, it might be made by a third person because the applicants themselves might be too ill. Somebody must deal with the family when they are in distress, must they not? What body would that work belong to? Would it belong to the education authority, the sanitary authority or to whom?—I do not think you should deal with the case as a family in distress at all; it is the case of a woman being in distress.

85533. Take it she applies to somebody, who would she apply to?—Take it she applies to the sanitary authority for medical relief, then she goes to the hospital or to the district medical officer.

85534. What is the next thing, either the children must be taken care of, or relieved outside; who is to do that?—I suggest if the medical officer who attends her gives her an order on the infirmary or hospital, then it would become his duty to report the case of the children.

85535. Who to?—Possibly to the education authority, or I should say perhaps in a case like that to the sanitary authority.

85536. Then the sanitary authority would deal with the children too?—It would probably be a case, where the children were at home, of who is to take care of the children when the mother is in the hospital.

85537. That means some machinery?—Of course it does.

85538. That means some sort of machinery, and that is under the Poor Law to-day?—Not the same sort of administration; a machinery which is not so much in disrepute. At the present day the woman would go into the infirmary, and the children into the workhouse school. You are forgetting altogether the rights of the children, and you are pauperising the whole of the family.

85539. Supposing the children went to a school under the education authority, would it be less pauperising than going to a school under the Poor Law authority? They would be maintained at the public expense. What is your idea of pauperism?—What I mean by pauperism is that you are actually placing the stigma of pauperism on these people. Supposing a woman is a ratepayer and has a municipal vote, she is disfranchised, but she is not disfranchised if her children have a meal at school.

85540. Then pauperism means being disfranchised?—Pauperism means being stigmatised as having received some relief to which you are not entitled as a citizen.

85541. Then if the stigma is removed, it would matter little to you which authority did it?—It is a question of administration if you remove the stigma. You cannot remove the stigma now from the present Poor Law authorities, because it has gone too deep.

85542. (Mr. Lansbury.) Is it not the fact that before Relief free education was provided a child whose education should be was provided for out of the rates was looked upon as a common pauper, but now because education is universally free, a child is not looked upon as a pauper who gets his education, as people say for nothing, out of the rates. Is not that really the difference that you want established between the relief under the guardians and universal relief?—Yes. I might put it this way; the children receive a meal at school; if the fact of the child receiving that meal deprives the parent of his vote, it places the stigma of pauperism on the child. If that meal is a right which every child in the school can receive, then there is no stigma of pauperism. That cannot be pauperism which is a common right; that is pauperism which is something granted as a favour.

Machinery necessary to take the place of the present system.

Necessity of some machinery not involving the stigma of pauperism

Proposed abolition of workhouse system.

Experience of witness in relief work.

Classification of workhouse inmates as:
(1) able-bodied;
(2) aged;
(3) sick;
(4) children.

The sick to be provided for by the sanitary authorities.

The children by the education authority.

85543. (*Mr. Bentham.*) I thought the people had a right to Poor Law relief?—No, they have not. They have very great difficulty in getting it at times.

85544. At any rate it is the law of the land that every destitute person should be maintained?—Yes.

85545. Therefore a poor person has a right to be relieved?—They have to prove a certain claim to relief in order to get it.

85546. What you mean in other words is, that conditions are laid down, upon which they get their relief, which are repugnant?—Quite so.

85547. You would advocate removing all conditions on which people receive relief?—I would advocate removing all conditions on which people receive relief in sickness.

85548. And children?—And children.

85549. And aged?—And the aged.

85550. Therefore, there is nothing else remains under your list?—Only the able-bodied, and as able-bodied the condition is that they shall work for their living.

85551. There is no stigma about that?—No.

85552. Because they earn their own livelihood?—They will be endeavouring to earn their own livelihood, at any rate they will be producing something towards it; in most cases they will be earning it, and in some cases it will be more than their livelihood.

85553. So that it is the conditions on which relief is given which causes it to be objectionable?—That is so.

85554. You would say that there should be free medical relief to everybody, that all voluntary hospitals should be managed by the community?—Yes, I think it is advisable. If anyone can run a hospital better than the community, I do not say they should not do it, but I think it is the duty of the community to see that what hospitals are required are provided.

85555. You would recommend giving a guarantee of a livelihood, or work, to every able-bodied person?—Certainly.

85556. (*Professor Smart.*) What membership has the socialist centre in Birmingham?—The membership of the socialist centre is somewhere, in round figures, about 150.

85557. Are these members representative of any other body?—No, the membership of the Birmingham Socialist Centre is this: the socialist centre is an educational and organising association, chiefly an educational body, and its members are drawn from all classes of society holding socialist opinions, and are chiefly representative men, men who have got some knowledge of public work, and have done a good deal of public work, and taken some interest for some length of time in public affairs.

85558. Is there any election or selection of them?—No, except certain declarations, and acceptance by the committee.

85559. There is a committee that blackballs?—Yes, they can blackball; they have blackballed once in the last three years.

85560. Can you say it is likely to be a very select body on that account?—I do not know that I should claim it as a very select body, but I claim for it that it is a body that is representative of an intelligent body of opinion, and a body of opinion that represents men with an interest in, and a knowledge of, public affairs.

85561. That is only an expression of opinion of the committee, of course?—Quite so. What I mean is this; I suppose we have a representative on at least three boards of guardians; we have got represented in the membership of the Socialist Centre, the Birmingham City Council, the Aston Borough Council, and most of the district councils, both urban and rural, around; they are represented in the membership of the Centre, and that is what I mean by saying it is a representative body. Some of the public officials are members.

85562. Those recommendations were drawn up by them; how?—After we had had a series of discussions on the various aspects of the question. We had, for instance, two or three discussions on the question of the general principles of dealing with unemployment, which were opened by Professor Muirhead of the Birmingham University, who is Professor of Moral Philosophy and Economics. We had another discussion, particularly

dealing with the question of vagrancy, opened by a member of the Birmingham Board of Guardians who had made a special study of vagrancy; there were a number of discussions of that kind opened by members, and people not members, who had special knowledge of the different aspects of the question. The whole of the suggestions which had been thrown out in the course of the discussions were referred to a committee of three or four members, two were members of different boards of guardians, another a gentleman who has got an intimate acquaintance with the Poor Law on the official side, myself and another, and we drew up a series of recommendations, the discussions of which resulted in those which were submitted to you.

85563. The discussions were open, were they?—Yes, open not only to members of the Socialist Centre, but anybody who chose to come and throw light on them.

85564. These conclusions would not be reviewed by Professor Muirhead, would they?—No, I would not like to say that Professor Muirhead would agree with all our conclusions by any means.

85565. With regard to this other meeting of labour representatives: what do you mean by labour representatives?—That was quite a different thing. That was a private conference of about a dozen people, practically the whole of the members who are sitting upon the local authorities, either the council, the guardians, or the distress committees in the districts, who are either trade unionists or who sit upon those councils or boards expressly as representatives of organised labour. They were all invited, and probably out of about a possible eighteen, a dozen were present at the conference.

85566. They were not all trade unionists, were they?—They were all trade unionists, if I remember rightly. I think every man who was there was a trade unionist.

85567. But they were not all representatives of trade unionists?—They came simply as responsible men, who were public men, because they were labour representatives.

85568. You say in Paragraph 1, you wish to supersede private registries; what do you mean by private registries?—We felt that it was very desirable that all employers of labour, and all workmen wanting work, should be able to go to a public registry, instead of having to either advertise, or go to some private bureau.

85569. What private bureaux are there?—We have one or two in Birmingham, one at any rate that is well known. It is called Warren Owen's Labour Bureau, which is the outcome of one of the periodical agitations of the unemployed.

85570. That is taken over by the corporation now, is it not?—No, it is still a private one.

85571. You do not propose to substitute the corporation bureau, do you?—No, what we want to see is the corporation or the distress committee, some public authority, supersede all these private bureaux.

85572. In Paragraph 2, you lay down the condition that all labour should be paid not less than the trade union rate of wages?—Yes.

85573. Does not that make the labour bureau a trade union registry?—That is what we should like to see, of course.

85574. You limit it to that?—It does not limit it to trade union members.

85575. You virtually say to an employer it is no use coming here unless you pay the standard rate of wages?—Yes, that is the only condition on which we should approve of such a bureau, namely, that they were to pay the standard rate of wages.

85576. What is the matter with the ordinary trade union register?—There is nothing the matter with it, except that there are a large number of unemployed who are not in trades unions, and some employers will not go to a trade union.

85577. Where there is no trade union, there is no standard rate of wages. How would you deal with that?—I said there are a large number of workers not in a union.

85578. Even with them, they would not be allowed to take a job unless they got the standard wage?—They

Mr. Fred Hughes.

18 Nov. 1907.

Origin of the Conference of Labour representatives.

Proposed supersession of private registries by public registries.

Trade unions' condition for labour registries.

Trade union registries.

Mr. Fred Hughes.

would get the standard wage if it was conducted on this principle.

18 Nov. 1907.

Proposed help for bona fide workmen looking for work.

85579. In Paragraph 3, you say that money should be provided for this purpose. Why not an order for the purpose? Why do you say money?—Because a man cannot go to a railway company and say, I want a ticket for so and so, and give them an order; he must give them money.

85580. Why should not the bureau pay the money and take the ticket?—There is no reason why they should not.

85581. You do not actually mean money; you mean the means of transit?—Yes.

Choice of farming as work for the unemployed.

85582. With regard to Paragraph 5, you were asked whether farm colonies have ever been self-supporting. I would ask you a further question, and ask is farming always profitable?—I suppose it depends on the kind of farming, and the conditions under which the farming is done.

85583. Is it not difficult at all times for a farmer to make ends meet?—It all depends, I suppose, upon the seasons, and the terms of his tenure of his farm, and so on.

85584. And so in all probability it would be very difficult for a farm colony of the nature you speak of to be self-supporting?—I think probably it would be easier than it is for a good many of the independent farmers.

85585. Why?—Because they would not have the same insecurity, and they would have better means of preparing for bad seasons, than in the case of the independent farmer.

85586. You would have a very bad handicap, surely, having regard to the unemployed labour?—You would have a bad handicap, because you would have the unaccustomed labour. You would have at first to subsidise them, but I do not think that necessity would last.

To what extent farm colonies would compete with the farmer.

85587. In the conclusion of Paragraph 3 you suggest the establishment of labour colonies for the cultivation of poultry, dairy and farm produce. You are not going to sell that poultry and dairy farm produce, of course?—There is no reason why you should not sell it.

85588. If you were to sell it, would it not be competitive with labour employed in the usual channels?—I say this is the one industry in which we are free; we are not independent of supplies from abroad; there is plenty of room in the market for more supplies of agricultural produce.

85589. Is that really more the case with regard to agricultural produce than a great many manufactures?—I think so. At any rate it is more perhaps in agricultural produce than in manufactures you could expect unskilled labour to be put to.

85590. Take milk for instance, that is an agricultural product; does that come from abroad?—Milk does not, of course.

85591. If you sell milk, you will come in competition with the ordinary farmer?—Yes, you would.

85592. Would not that be against your idea?—That is the only agricultural product that that does apply to

85593. And cheese to a small extent, and butter?—Even in the case of cheese and butter, we get large quantities from abroad.

85594. But still not excessive. I only mention that because you say this employment should be productive but not competitive. You do not make any exception?—The first thing they would have to do would be to support themselves. If they have a surplus, then the thing is obviously more than self-supporting.

Extent to which farm colonies can help competing with outside labour.

85595. In fact the difficulty is being able to get an organism outside the ordinary business organism?—You cannot get one outside the ordinary business organism. The meaning of this "that it shall not be competitive with labour employed in the usual channels" is that it should not be production for sale in the markets which would result in labour being displaced in proportion to the amount of labour that you employed on the colony.

85596. Even in the case of prison-made goods, you meet with the same difficulty?—That is so.

85597. There will always be that difficulty to a lesser or greater extent?—There will always be that difficulty to some extent as long as you have a competitive system of production.

85598. (*Mrs. Bosanquet.*) I think you say you do not recommend these as remedies, but only as first steps?—These proposals We start out from the point that poverty altogether, not only unemployment, is remediable; we do not suppose it is going to be remedied by steps of this kind. We do suggest that steps of this kind will alleviate the present difficulties and will not create fresh difficulties in the way of larger measures in the future.

85599. It is the first step on the way to what?—On First step the way to what I might call a co-operative system of industry instead of a competitive system.

85600. Has it got another name?—Yes, we call our industry. organisation the Birmingham Socialist Centre.

85601. "Nationalisation of industry" would that be a synonym?—Yes, using the word "nationalisation" in a wide sense: public control of industry.

85602. (*Miss Hill.*) I gather that you do not know of any respectable workman who went to the casual ward?—No, I am saying I do not know of any. I do not know of any who have gone in there for the sake of the night's rest. I have met at least one who went in there to find out what it is like.

85603. That means that at present when he travels he pays for his own lodging?—Yes, and he gets very bad ones as a rule.

85604. Do you regret that he pays for himself now?—What I regret is that when he pays for his lodging he frequently does not get the kind of lodging he ought to have. The ordinary common lodging-houses, and places that are called workmen's hotels, are not at all desirable institutions.

85605. Would a stricter regulation of the common lodging houses meet your view?—I do not think the case could be met by anything short of lodging-houses under public control.

85606. You would not regret, I gather, on the whole if the people depended less on their own exertions and more on other people's?—I should regret that extremely. I think that what is the matter with us to-day is that there is a large number of people who depend entirely on the energies of other people, that is the source of trouble.

85607. You do not think that some of these alterations which you suggest would really tend to the enervating of character?—Not at all, if I thought that I should not recommend them.

85608. Surely this sort of provision for every kind of help or support without either inquiry or calling upon any energy whatever on the part of the people, would tend to diminish energy?—We only suggest that this kind of help should be given to people who are not able-bodied; to people who are sick or who are old, or who are young—to children. When people are in necessity of this kind it is not the time to require them to make efforts, while on the other hand we do insist that the able-bodied should make an effort and work for their living.

85609. The first dependency of children is on their parents, is it not?—That is so.

85610. Do you give up hope of the parents providing in any way for the children?—No, we say here that parents habitually neglecting children should be liable to prosecution. That is a point on which Dr. Wallace disagrees with us.

85611. You advocate the prosecution of them when they fail, but does it not appear to you that to deprive them of their natural duty is the first step towards making them neglect it?—It depends on how far their natural duty extends. It does not extend to the full education of the children, for instance, and there is no absolute reason why it should extend to the providing of the whole of the food of a child.

85612. That is to say, the law has already provided for the general education?—Yes.

85613. You seem rather to point to the State providing not only for general education, but every kind of need

These proposals are only remedial.

First step on the way to public control of industry.

Necessity of common lodging-houses under public control.

No intention to weaken self-reliance.

Duty of parents to provide for their children.

of a child?—They cannot provide for every kind of need, because there are certain needs which nobody but the parent can provide.

85614. Have you any experience of those who have been accustomed to the life of the city who have been put in the country; have you tried that in an individual case?—No, I cannot say I have; I am not an agriculturist.

Cases of the failure of the New Lanark scheme of Robert Owen. 85615. Have you ever studied the history of the colony at New Lanark which was established by Robert Owen?—That New Lanark experiment was in connection with a textile factory.

85616. Have you ever studied the history?—Of New Lanark, yes.

85617. It was not hopeful, was it?—It may be a matter of opinion as to what caused the failure at New Lanark. As I read it, the failure at New Lanark was caused through the withdrawal of the support of Owen's partners on quite other than business grounds.

85618. (*Mr. Loch.*) I suppose really all your suggestions are to be considered in the light of what is to follow; that is to say the nationalisation which you propose?—We have that in mind, of course.

85619. (*Sir Samuel Provis.*) This first statement was drawn up in December, 1905. was it not?—Yes.

85620. In the course of it you say that questions suggested by the Local Government Board put to applicants for relief were in many particulars too inquisitorial and should be modified. They were modified afterwards. Does that meet the difficulty?—They are certainly better. I do not hear the same complaints about them now that I used to.

Recent modifications in questions to applicants for relief.

85621. Have you heard complaints since?—I suppose we always will hear some complaints. I do not know what the exact modification is. I have not seen the new list.

85622. Have you not had your attention drawn to it?—My attention has not been called to it to the extent that it used to be. I am frequently coming in contact with these people.

Mr. JOSEPH HALL RICHARDSON, called; and Examined.

85623. (*Chairman.*) You were organiser of the *Daily Telegraph* West Ham fund?—I was.

85624. You have been good enough to prepare a Statement with regard to that fund which, if you will kindly hand it in, we will treat as your evidence-in-chief?—Certainly. (*The Witness handed in the following Statement.*)

Daily Telegraph West Ham Fund, 1904-5. 1. I was organiser and director of the fund raised by the *Daily Telegraph* in December, 1904, for the poor of West Ham. It amounted to nearly £15,000, and the final audited balance sheet was published on March 8th, 1906. Its original purpose was to provide Christmas fare for the starving, but money was forthcoming so liberally that its objects were extended to permanent benefits.

2. Originally it was intended that the fund should be handed to the Mayor of West Ham, but it was found impossible to work in association with Socialists who were receiving money at the Town Hall, and direct distribution was the result.

Funds spent on doles. 3. Distribution at first took the form of doles of money, food and clothing, administered through the Salvation Army, Church Army, clergymen, ministers, priests, missionaries, and philanthropic agencies. The total sum thus distributed amounted to £4,300. Much of it was expended at Christmas, but many ministers of religion had small balances in hand at Easter.

Running to labour yards. 4. A further £550 was expended in running two labour yards for wood-chopping, which were afterwards continued at the cost of the Church Army throughout the winter, at the total cost of £1,600. After allowing for work done, the net loss on the season was over £700.

Assisting emigration at training on the land. 5. As it was discovered that there was a redundancy of funds locally distributed in West Ham, without permanent benefit likely to arise, it was resolved to start an emigration scheme, and, in preparation for emigration, to make use of land colonies. In this way a number of families were helped throughout the winter until the spring, when they sailed for Canada.

6. We spent upwards of £1,350 at Hadleigh, Osea and Newdigate, in training men on the land, supporting their families meanwhile at West Ham.

7. Further, we expended about £1,500 in giving the families emigrated outfits, supposed to be supplied on loan.

8. Finally, the outlay on rail and ocean fares, with landing allowances, amounted to upwards of £7,000. The number sent out was 1,100.

9. Nothing was charged by the proprietors of the *Daily Telegraph* for expenses.

10. As to results, we found:—

Results of the West Ham fund. (a) Doles to be unsatisfactory, except to meet the needs of distressed single women, widows with children, and invalids; but these cases ought to have been met by Poor Law relief.

(b) Voluntary almoners are apt to be indiscreet and unpractical.

(c) Wood-chopping labour-yards were useless except as the readiest means of providing a day's work of a sort for the honest unemployed.

(d) Land colonies for training purposes preparatory to emigration were costly, troublesome and ineffective, but were most useful in building up the stamina of starving men, and, generally, in raising their morale. They sifted out the ne'er-do-wells.

(e) The expenditure on clothing was largely unnecessary, and the money could have been laid out to better advantage in Canada.

(f) That emigration through the societies, as determined by results, has been uniformly successful, but that the experience of the second season, after my trip to Canada, in 1905, proved that it could be undertaken satisfactorily on the self-help principle at a much less expense. For the sum of £690, between February and April, 1906, we sent to Canada ninety-two adults, forty children, and three infants. The total cost, however, was £772, the emigrants themselves having, through their friends, raised £81 10s. Nothing but ocean and rail fare was provided, and, though the emigrants were all of the unemployed class, nothing more was necessary, because they were all going out to relatives and friends.

Success of emigration.

(g) The outcome of the whole operation was that every family sent to Canada has been raised from penury to plenty; but that, with two or three exceptions, nobody appears grateful, or even honest, as no family has redeemed its undertaking to repay the cost of the clothing, in order to provide means to send other emigrants out.

85625. (*Chairman.*) You were not altogether satisfied with the results of the distribution of the fund that the *Daily Telegraph* raised for West Ham?—Not altogether from the almoners' point of view, what we call the dole portion of it.

Unsatisfactory results of doles.

85626. You found that there were a number of other funds rather in competition with you?—Yes; West Ham was particularly favoured that year. There were other newspaper funds, there was a mayor's fund, and there was even a Canadian fund.

Number of funds for West Ham in 1904-5.

85627. You distributed your money in various ways; you spent a certain sum on Hadleigh, Osea and Newdigate?—Yes.

Ways in which the money was spent.

85628. You left the control of the money entirely to those there; you trusted to those there securing good results from it?—Under strict control from headquarters. We had weekly reports from each place.

85629. You further expended £1,500 in outfits for persons who emigrated?—Yes.

85630. That, together with the money you spent on emigration, came to £7,000?—Yes, the £7,000 was for fares and landing allowances.

Mr. Joseph Hall Richardson.
18 Nov. 1907.

Different opinions as to the best way of relieving distress.

The opinion of the warden of Mansfield House University Settlement on these points.

85631. You were not altogether satisfied with the result of the whole expenditure; and I believe that you have got some communications from some of the persons who distributed the money?—If you will allow me to say so, our fund really was in two parts, the one part was distributed in doles, in which we used every kind of charitable and other agency in West Ham, the other part was in emigration. Apprehending that you would wish to know more about the dole part than the emigration part I thought it well to select some few people who did distribute money for us, and address to them, after an interval of about two years, a series of enquiries. I put to them these questions: (1) "Do you consider that the relief of distress is best left in the hands of the Poor Law officials?" (2) If not, what classes of people are best relieved by charity? (3) Should relief take the form of doles in food or cash? (4) Is any permanent good done by winter relief at wood-chopping yards, or in artificially-created work? (5) By making a practice of relieving families (women and children) in periods of distress, is the responsibility of the man weakened, and does he become slack and careless as a consequence? (6) Have you any observations to make upon emigration as conducted by our fund? I have had a number of replies to that circular letter, but some of the almoners we employed, who received considerable sums of money, ignored the questions altogether, so that I take it they were not prepared with answers; but the answers which came came from the very people that I wished them to come from, because they are fairly representative. One comes from Mansfield House University Settlement, a body which we used, not to the extent which we might have done because we found the Mansfield House was to some extent captured by the rival newspaper fund; and further, they were not exactly in sympathy with the supposed politics of the *Daily Telegraph*. It became very largely a political question in West Ham, but Mr. Cubbon (and I have a very high opinion of Mr. Cubbon) the warden, may be taken, I think, as representing the view which one might call the Mansfield House Settlement view in West Ham, which really has a strong following. He says in answer to the first question: "I do not consider that the relief of distress is best left in the hands of the Poor Law officials, because the Poor Law as at present administered is largely a deterrent and as such it deters a very large proportion of those who most need help from applying. It works out that the people who most need help owing to temporary difficulties are least likely to ask for assistance. Thus we find that there are many people who are in need of the necessities of existence." In answer to the second question he says: "It is the above classes of the people that are best relieved by adequate charity." To the third: "Relief should generally take the form of cash, because the people helped as a rule know best what they want, and how to spend the money to the best advantage. This is especially true in the case of respectable widows with children. Before cash is given there should be careful and sympathetic investigation. Food might be given in cases of doubt as to respectability and worthiness." To the fourth (this is what I call more particularly the Mansfield House policy): "I believe that a considerable amount of permanent good has been done by winter relief at wood-chopping yards, and artificially-created work, because certain difficulties can be tided over and the home saved from being broken up, and health and hope partially maintained. In this district we have had some evidence of the good that created work has been able to effect, particularly that work provided by the West Ham Distress Committee, and by the South West Ham Unemployed Aid Society. The former during last winter employed many men at Wanstead Park, and at their own farm at Ockenden. This effort at relief has been highly satisfactory. The South West Ham Unemployed Aid Society have been able to secure three acres of land from the Gas Light and Coke Company rent free. Unemployed men were set to work to prepare this land for allotments. Some twenty men, some of whom were casual labourers, and others unable to get work because of age, have been granted an allotment rent free, and by working under the supervision of a skilled director they have been able to produce a large amount of vegetables, which they have both used for families and sold with highly satisfactory results. The physique and general bearing of the men have greatly

improved. This is a kind of work that might be indefinitely extended with beneficial results." To the fifth question: "I do not believe the practice of relieving families (women and children) in periods of distress has resulted in weakening the responsibility of the man. Where any weakening has been observed I think it was due to the character of the man rather than to the character of the relief." To the sixth: "The emigration scheme of the *Daily Telegraph* was well administered, and quickened new life and hope in the hearts of many men and women."

85632. That is the general purport of the answers you received?—No, they vary very greatly.

85633. Could you give us an epitome of the rest?—I will not trouble you to take them all, but I would like to take one from the Church of England. Here is one from the curate-in-charge of St. Katherine's Mission, one of the curates of Mr. T. Given Wilson, the Vicar of Plaistow. I should be very glad to put these documents in, if it would save time. (See Appendix No. CII.). I would say this, that they vary extremely; they vary on every point. This curate says in answer to the first question: "As a general rule, yes, if the relief is to be done by doles of money or food. It is best to let this kind of relief be associated with the stigma of Poor Law relief. Relief in the shape of provided work or assistance in sickness should be done outside the Poor Law." In answer to the second question: "Only those who can show a clean record of industry and steadiness should be relieved apart from the Poor Law in any shape or form." Then (3): "Emphatically no, if it can be done otherwise, such as by work of some kind." Then to the fourth: "Yes, if care is taken that only fit and proper persons be recommended for such assistance; if, however, loafers and chronic casuals be admitted to this kind of work it lowers the self-respect of all others who share in it, and tends to bring them down to the same level." To the fifth: "It all depends on the man. If the man is hard-working and respectable, it is better to help him by enabling him to earn what he needs for his family. The loafer cannot be degraded by it, and it is a good thing to alleviate to some degree the sufferings of the wife and children who are not in fault. Care should be taken that this is done in such a way that the man does not benefit from it." Then to the sixth, the emigration question: "The best form of relief possible, as far as I know; out of the many cases sent out from this parish by your fund, only two have been proved failures, and these through their own fault entirely." Both these failures were single men; one of those men came back. "The others have all been made not only independent, but many of them prosperous. If they had been still here, we should be having them constantly on our hands."

85634. They have emigrated, have they?—Yes.

85635. You spent a very considerable sum on emigration?—We did.

85636. Has it been at all possible to trace what has happened to those people?—The Canadian Government took very great trouble over our emigration cases; they were very much interested in the experiment, and they allowed Professor Mavor, who was over here at the time, to spend some days in our office going through the cases, taking all particulars for the purpose of following them up in Canada. He promised to communicate with me in the event of any failure requiring assistance; and I have had no such application, nor have we been required to pay out one single penny piece for any family that we have emigrated to Canada. On the other hand, I can tell you of one man who left here with nothing but the clothes that we supplied him with upon his back who is now farming 600 acres. I can tell you of another man who left in similar circumstances who is now mayor of the town to which he went.

85637. How long ago is this?—We sent these people out in 1905.

85638. That is in only two years?—Yes.

85639. How were these men who were emigrated selected? Were they rather the pick of the class who were in distress, should you say?—That is where the practical value of our dole system came in, because we were enabled to rely upon such men as Mr. Cubbon to recommend *prima facie* desirable people for emigration. Having got them,

The opinion of the warden of Mansfield House University Settlement on these points.

Opinion of the curate-in-charge of St. Katherine's Mission, Plaistow.

Success of the emigration scheme.

Organisations used in working emigration scheme.

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we handed them to one or other of two societies, until experience showed that we might venture some upon our own account, and we emigrated some direct. We employed the East End Emigration Fund, which had the assistance of the Charity Organisation Society, and we employed the Self-Help Society. We varied slightly the system upon which they had previously gone; we instituted checks of our own; we maintained a central register, and we did all the clothing ourselves. I saw all the people, I went through it from beginning to end. I very often journeyed with them down to Liverpool, and finally traced a great many of them to their destination in Canada. So that I began to know something about the emigrants that we had sent over. They have not been very ready in replying to us or addressing us; they certainly seem to have been forgetful that the *Daily Telegraph* had anything at all to do with them. They prefer to address the clergyman or the missionary who signed up their first paper, and in those cases we hear of them at second hand and at long intervals. This is one that has just come to hand, they address the Rev. Given Wilson, the gentleman I have just mentioned; it comes from Port Colborne in Ontario, Canada. It is the woman writing, and she says: "Here I am quite happy and contented, there is plenty of work for men and women too, if they are able and willing to work hard, and good pay, but you have to work hard; the fact is they cannot get enough men. I have a nice house near Lake Erie, with a lot of ground, we grow nearly all our own vegetables, with a small orchard, with apples and plum trees in it. The rent is six dollars per month, an additional dollar for water. I have nearly all my children with me, my sons George and Alfred—George (twenty-three) and Alfred (seventeen)—, and two married daughters in the next house." That is the kind of family to send out to Canada.

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85640. Did not that woman who wrote belong to rather an exceptional family: were they not very much above the average quality of those you sent?—That is the class of people we weeded out. We took those that were in danger of getting right the way down: when they left they had got very little in the way of personal property. A good part of my work was done in the way of redeeming pawn tickets. I had one surprise: the only trade unionist we dealt with was a gentleman who took as much from us as he could get: when he did go he had so much personal property with him that he required a bus all to himself, and when he got to Toronto he disappeared. He joined the trade unionists there and became a factor in the labour troubles that were constantly cropping up in Toronto. He was a disappointment. I rather petted him because he was the solitary trade unionist we managed to get hold of. He had been an official in some union.

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85641. How did you hear of these people? Did they come direct to you or did they come to you through the distress committee?—There was no distress committee in existence then, this was all before the unemployed bodies. We were creating the machinery, we were opening the ground. We have seen our methods adopted by the Central Unemployed Body: I have seen my methods adopted right the way through. What the Central Unemployed Body is doing now is what we started doing.

85642. These are the persons I suppose selected by your almoners on the spot as fit subjects for emigration?—In the first instance, yes, then they were referred to the societies, but with regard to the East End Emigration Society, I never was enabled to get into very intimate touch with the methods of verification pursued by them, but with regard to the Self-Help Society I was a sort of *ex officio* member of the committee, and the first step we took was, we held a meeting in West Ham where these applicants attended before the committee, and they were examined by the committee, and according to the experience of the society so they were approved in the first instance or rejected: then they were passed to me, and I had other tests of my own, notably as there were some eight or nine weeks to be filled in before they could sail, owing to ships having to be engaged so long in advance, I offered a man who was out of work the opportunity of going down to Osea Island to earn wages there which would be placed in the hands of his wife in London. If he jibbed at Osea, and some of them did, he was not good enough for me. If he would not submit himself to that general sorting-out test I reckoned that he was not the sort of man that we ought to spend any public money

Os. Island
far used to
wel out
un-sirables.

upon, and a good many were rejected in consequence. If he went down to Osea, to take that out of the three colonies, and his reports week by week were satisfactory, when the time came for sailing he was ordered up to town and received his clothing. I have here one of the clothing cards. This is the card in the particular case of a man, named Lockwood, who was mentioned in that letter I just read. He received that card at our office at eight o'clock in the morning, and he obtained his clothing of different clothiers in West Ham, so that when the day of sailing came (it was two days afterwards), he was there with his wife and family and kit bag, and he had a good send off in the Assembly Hall in the Mile End, and so they went. They were routed right to their destinations, and frequently to the farms. If you want my opinion of emigration as it ought to be conducted in two words, it is this: Route direct from London to the destination without any intermediary in the way of a society, with nothing more than a shipping agent. Canada will get sick, and is getting sick—I have recently had a conversation with Mr. Marquette, through whom most of the emigrants go from London, and he tells me that Canada is getting sick of the people sent out by emigration bodies here recklessly chosen without any idea of what is wanted of them. Canada will not stand it very much longer. The whole business is selection. Provided you can select the right people there is as much work in the world as people, however numerous the unemployed may be, can possibly require, not only in Canada: it is a matter of bidding (I know what I am talking about at the present time). Rhodesia will be alongside Canada running up the bidding for unemployed labour very shortly, and you will see it.

Mr. Joseph
Hall
Richardson.
18 Nov. 1907.

Annoyance
in Canada at
the class of
people often
sent out by
emigration
bodies.

Rhodesia as
a possible
bidder for the
unemployed.

85643. Surely there is a considerable difference between Rhodesia and a country like Canada. Surely people would have to be much more self-reliant and resourceful who go to Rhodesia than those who go to Canada?—Yes, I have been trying to convince Rhodesia so to-day before I came here. The trouble is to find the right sort of people to emigrate. We have got a lot of people that ought never to be emigrated.

85644. Then the idea rather is, is it not, that the persons who are not fit for emigration are the persons who came for relief?—I am afraid that is so.

Class from
which the
emigrants
were chosen.

85645. The question is what is to be done with them here. The class that you sent out apparently were of a better class. Were most of them in employment at the time they went out?—No. They were starving, otherwise they would not have gone to Osea, or Newdigate or to Hadleigh.

85646. What number did you emigrate altogether?—1,100 men, women and children.

85647. Did you send their families with them generally?—Yes, the secret of successful emigration was to emigrate the whole family.

Importance
of emigrating
families
together.

85648. When they got there, who looked after them; had you any agent the other side?—We had an agent the other side who sent them direct to their destination.

Absorption of
the emigrants
in Canada
mostly in the
towns.

85649. He had made arrangements to get them places?—I cannot say he had made arrangements, because they seem to be very casual and haphazard in Canada from my observation of it. They seem to work from hand to mouth, as it were. A little room half the size of this may be one moment chock full with emigrants fresh from London, and if you go a few hours later they have all gone. They will have been sent to this factory or to that farm. When we took up the emigration idea, no doubt we believed that West Ham, owing to its being in Essex contiguous to agricultural districts, had a large agricultural population which had drifted there. The statistics did not show that to be absolutely true. There were a certain number of people who knew something about horses and knew something about cows, but all the knowledge they had or all the knowledge that we could give them at the farm was not any good to them in Canada, and they did not go on the land; those who tried the land drifted back to the town with very few exceptions, and those few exceptions are those that have done so remarkably well.

85650. Taking them as a body you believe they have on the whole done well?—As a whole right the way through certainly, even what you might call the wasters have been compelled to do well.

Mr. Joseph
Hall
Richardson.

18 Nov. 1907.

Many of the
emigrants
might have
become a
burden on the
rates.

85651. Supposing they had not emigrated, they were going down the social scale, and I assume in your judgment would have soon come to the Poor Law, or year after year would have applied for some form of relief to the distress committees?—They might have done.

85652. Therefore it is not that you have got a number of first class able-bodied men out of this country, but you have a lot of people who at the time had fallen in the social scale so that they could not support themselves, and would only be a burden on the rates?—I think a large number would have become a burden, I do not say the younger people; they would have broken away from their fathers and mothers. As it is in this particular case of Mrs. Jackson, part of whose letter I have read, if I had continued the letter you would have seen that the man is unemployed. She says: "If my husband was able to work I should be able to get enough money to send to my other son." The man is not able to work, but the family is able to support him. It is a joint stock sort of emigration which made it quite safe to send out families that otherwise it would appear to be very risky to send out, men of forty-five and fifty.

85653. Were any complaints made by the authorities there of the class you sent out?—There were one or two, and I think they were justified myself.

85654. Summing up your experience, you are of opinion, if proper care is taken, that there is a very considerable number of persons, who are just outside the Poor Law and going down hill, who could with advantage be emigrated to Canada?—Certainly, and those people I do not think will do any good if you restore them to the land here, because they do not go to the land in Canada. These people have gone to Ontario.

85655. Most of the people were town people originally?—Yes, 85 per cent.

Opposition of
the Socialists
to the
scheme.

85656. As I understand, you think that some preliminary test or training is necessary, that you cannot send them straight off.—We require it for the purpose of *bona fides*, then we require it for another purpose. We had, as I say, these competitive funds, and at the bottom of one of these funds there was a strong Socialist element, and the Socialist doctrine was that we were wrong in taking the best blood and sending them out of the country, so they used to send people to our meetings and prevent us getting hold of recruits, and if they could get people away from us, they would. So the safest way was to take the man right away from London and put him on an island, and when we wanted him, bring him up.

85657. What did you do with the wives and children?—We paid them on the Mansion House scale; they had enough to live upon.

Lack of
gratitude of
the
emigrants.

85658. (*Miss Hill.*) Do I gather that the people have not at all repaid their loans?—None of them. I think we had an offer the other day, on the part of one man.

85659. Of how much?—He asked what he was indebted to us, that is all.

85660. And none of the others have paid?—No; I do not blame them. They were asked to refund if possible the amount spent on their clothing before the end of 1907, in order that the money might be employed in sending out others.

Some cases of
dishonesty.

85661. They have not availed themselves of that?—No, whether they understood it or not, I do not know; but however well selected these people may be, there is not what I call a particular love of honesty. I noticed in several cases they were taking away sewing machines that did not belong to them; we found that out afterwards.

General
feeling as to
money
subscribed by
the public.

85662. I suppose the general feeling would be that there was money either given for the purpose, or it belonged to the rich people, and nobody in particular wanted it?—They all seemed to think they had a right to it. In all the work I have done at different times, in all my experience with the South African Fund, the administration to 3,000 odd widows that we paid out to, I investigated 750 cases where they had pensions, all of which went through my hands, all the cripple work, and all the hospital work, they all seem to take it, if it is public money subscribed by someone else, as if they have a right to it. They never say, "Thank you." I do not think anybody else says, "Thank you," either.

85663. (*Mr. Chandler.*) You state in your last paragraph: "The outcome of the whole operation was that every family sent to Canada has been raised from penury to plenty"?—Yes.

85664. They have been successful?—Yes, distinctly successful. They went at a very happy time. They went in a year of boom. In fact when I went in 1905 the Canadian authorities so depressed me, that when I was called as a witness before the Agricultural Settlements Committee, I took a depressed view, and they thought that I was contradictory in my evidence; but as it happened that particular year was a year of boom, and if you had put into Canada that year the most wastrel sort of labour, it would have found a settlement somewhere.

85665. I think you explained to the chairman that you did make a selection of the best?—Yes, I could bring you scores of cases which we threw out.

85666. Then although they were the best, and successful in Canada, they lacked that quality of honesty. I notice you say that in the last paragraph?—They do not seem to have any honesty towards what you might call charity money.

85667. So that trade unionist that went through you, was not any worse than the others?—No, except that he wanted rather more.

85668. That was not the instance where he was made mayor of the town?—No.

85669. What trade was he?—I forget. Do let me tell you this, we did not get hold of trade union trades, we got hold of labourers.

85670. He was a labourer?—No, he was a trade union official. He had some reason for getting out to Canada on the cheap. We got hold of painters' labourers, carpenters' labourers, engineers' labourers, and so on, people that were not in the unions, they were not receiving any benefits from unions at all, and they were largely season trades. I have had a letter quite recently from Canada, where the man points out the recklessness of the selection. He said if these people coming out to Canada would only put their hands to the work that comes to them when they arrive, they would do well, but if a man calls himself a painters' labourer, he will only do painting, and nothing else but painting; they will not adapt themselves. If you could get into people's heads here to be a sort of ambidextrous, it would be far better to have two trades instead of one.

85671. It is not important, but as you mentioned the case of the solitary unionist, I was anxious to know whether it was a bricklayer or a painter?—I forget, and I do not think it would be fair to say, because he might be traced possibly.

85672. (*Mr. Gardiner.*) In Paragraph 8 you say you spent £7,000 on rail and ocean fares; in addition to that you spent £1,500 on outfits?—Yes.

85673. So that it worked out at £7 14s. a head for men, women and children roughly?—I daresay it did work out to that. I think our first estimate was about £30 a family, and a family was something under four.

85674. That is rather high, is it not?—I daresay we were high, because we clothed pretty well. We were cheaper in regard to our rail and ocean fares than anybody is to-day. At the present time the societies are charging more to other people than they charged us. Then we did it direct with the Canadian Pacific Company, and so on. The societies did not make any money out of us at all.

85675. Have you had anything to do with that emigration scheme which Lord Rothschild carried out at Tottenham?—No.

85676. You did not organise that for him?—No, I only did the *Daily Telegraph* Fund. The man who did that for Lord Rothschild worked with us the previous year in connection with our own cases. I did them largely through that man.

85677. So he worked on your lines for the Tottenham people?—Yes; his line was absolutely the right line, that is to say, routing direct from here, not perhaps to the direct farm, but the direct village.

85678. So every man was placed before he went?—Yes, and that is the right way to do it. If he takes a fit into his head afterwards and shifts, as he will shift, you cannot help it.

The
emigrant
were sent
a boom
year.

Lack of
honesty
emigrant

Class of
labour to
which
emigrant
belonged

Cost of the
scheme.

Lord
Rothschild
scheme at
Tottenham

85679. Is Mr. Marquette in London?—No, I just caught him when he was here for about a week.

85680. He has gone back?—Yes.

85681. Is he likely to return?—I do not think so. He comes over at intervals. Mr. Marquette was exceedingly strong to me that selection, selection, selection must be the first word and the last in emigration.

85682. I think you went further than that? I think you said Canada was getting tired or sick of it?—Yes, distinctly; you see that in the papers. The last day or two there has been a meeting in Toronto on the part of the charitable societies; and they ask that they shall not be called upon to look after the people on landing as they are.

85683. That is remedied by what you call routing from London to the place they are going to?—Yes, it needs a better knowledge of Canada, and Canada will appreciate that.

85684. (*Professor Smart.*) You spoke of a rival fund?—Yes.

85685. That was a rival in well-doing?—Certainly. They adopted the method of supplying home work here.

85686. Did you co-operate with them at all?—We could not co-operate, because they had Socialists on their committee.

85687. You seem on the whole to confirm the impression given us by a preceding witness who said that the newspaper funds which were administering charity in West Ham were attended with disastrous results?—So far as we are concerned, I do not see where the disaster comes in when we have transported 1,100 people from penury to plenty.

85688. That is the emigration part?—Certainly.

85689. But with regard to the other part?—In the administration of doles I do not think that, choose them as you will, you can find competent almoners. I will go right from the top to the bottom. I would not choose again either the Church Army, the Salvation Army, or the London City Mission, or the Church of England men or the Nonconformist minister, or any of these people for the purpose of a big work of charity distribution. I would take them, from my own knowledge, for small charity distribution, but not on a big scale. There are very few people can handle other people's money.

85690. How would you propose to do it?—In the way of charity distribution? *Mr. Joseph Hall Richardson.*

85691. Yes?—I should not do it again at all, in that way.

85692. You would confine it to emigration entirely, would you?—I would not even go in for free emigration again.

85693. Subsidised emigration?—Subsidised by the State, no.

85694. By you?—I would make it partially contributed emigration on the part of the individual; I would have emigration clubs, and so forth. *Desirability of emigration clubs.*

85695. You think on a later occasion you could manage a fund without doing harm?—I should not be afraid of it, but not on the same lines. Of course, things have altered very much. We have got distress committees, and we have means of verification now that we had not then. *Better means of verification now.*

85696. (*Mr. Bentham.*) In what other way would you do the work?—You mean to say if I were called upon to solve the problem of unemployment?

85697. If the funds were placed at your disposal as they were before?—I do not know whether I am at liberty to speak of it, it is bound to come out sooner or later, but to-day I have had a very attractive and enormously bold scheme put forward which we are asked to assist. I think that there might be a large number of people who would benefit by that scheme if they had a helping hand. If we raised another fund (it is very unlikely that we shall do anything of the sort) it is very likely we should be enabled to assist people to benefit by that scheme. *A new scheme put forward yet disclosed.*

85698. It is worth knowing what you have learned to avoid. You would not do the emigration work again?—Yes, I would.

85699. I understood you to say you would not just now, in answer to Professor Smart?—No, I would do it; but I would do it, as I say, by direct routing. I think what the Central Unemployed Body, which is the large emigrating body at the present time, should do should be done by direct routing; they should spend as much of their time in Canada as they do here, and they should send to Canada the exact persons required; but they would be left with a large residuum. *The Central Unemployed Body as an emigrating body.*

ONE HUNDRED AND THIRTY-FOURTH DAY.

Tuesday, 19th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. LORD GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
PROFESSOR WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP of ROSS.
Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. WILLIAM WOOD, called; and Examined

85700. (*Chairman.*) You combine, as I understand, three functions, namely, Superintendent of the Labour Bureau and Secretary of the Distress Committee of Newcastle-on-Tyne, and you have also been a member of the Newcastle-on-Tyne Board of Guardians for the last three years?—Yes; and I am at present a member of the board.

85701. You have prepared a Statement, I think, which we may take as your evidence-in-chief?—Yes. (*The Witness handed in the following Statement*):—

1. My experience has been gained by intimate association with workmen for eighteen years in Elswick shipyard, as honorary secretary of a voluntary relief fund in 1902-3; as superintendent of Labour Bureau and secretary of

Mr. William Wood.

19 Nov. 1907.

Mr.
William
Wood.

Distress Committee and as member of the Newcastle Board of Guardians for the last three years.

UNEMPLOYMENT.

19 Nov. 1907.

Statistics of
unemploy-
ment.

2. *Its Extent.*—Reliable statistics are difficult to obtain, its volume impossible without taking a census (this might be done by municipalities at stated intervals taking, say, 1,000 houses in industrial areas).

3. The labour bureau books show at end of February last 667 men on register, but as relief work supplied by distress committee was known to be reserved for married men with families, many single men refrained from application.

4. The Board of Trade statistics refer almost exclusively to skilled and organised workmen. The 'Labourers' Unions levy contributions too small in amount to enable them to pay out-of-work benefit, so that any estimate of their unemployed can only be approximately given.

5. Of the 667 men registered on the bureau books no less than 537 were general labourers, eighty-seven skilled mechanics, and forty-three semi-skilled workmen.

6. I consider it to be a modest estimate that not less than 3,500 men are unemployed in Newcastle even at this period of prosperity. The problem is chronic in its nature, though the numbers involved fluctuate.

7. The great majority of those registering are periodically unemployed, as indicated by the fact that of 817 men upon the books at the end of January no less than 478 were cancelled during February for failing to report weekly according to rule. Of course a number of men suffering from some slight physical defect (deafness, bad eyesight) and old men are to be regarded as chronic, and in addition men who have acquired the casual labour habit (quayside labourers and grain warehouse porters) may be classed as of the same category, but these will not be more than 10 per cent. of the whole.

Causes of un-
employment.

8. *Its Causes.*—Unemployment is undoubtedly due to displacement by labour-saving machinery and a more highly organised and specialised system of production in the engineering workshops and shipyards, which are the staple industries of the city and district.

9. The building trade is in a state of stagnation, the feverish activity of a few years ago having over-supplied the requirements of the commercial population. Many large buildings intended for offices and shops are empty, and there is little prospect of early betterment.

10. Masons' work has been disastrously affected by stone machine-dressed before delivery.

11. Blacksmiths have for the last ten years been displaced in large numbers by the use of malleable castings in structural work on board ships.

Effects.

12. *Its Effects.*—Most serious and rapid deterioration, both physically and morally, and loss of skill due to long continued unemployment. This is relatively more noticeable in men who have been used to permanent employment than in that class who have always depended upon casual and precarious employment. In the former class unemployment long continued induces a feeling of pessimism, loss of hope, and finally loss of desire.

Mischief of
charitable
doles.

13. *Its Remedies.*—One winter's experience in relief by charitable doles proved its pernicious effects, the most importunate, hypocritical and servile applicants being most successful. Relief of able-bodied persons should take the form of work of a useful and necessary character demanding according to capacity full labour return for wages paid, so that the recipients may retain their self-respect.

Operation of
Unemployed
Workmen
Act in
Newcastle.

14. In so far as this is accomplished, the operation of the Unemployed Workmen's Act has been distinctly beneficial. Work was commenced here on December 18th, 1905, and continued to April 28th, 1906, during which period 933 separate individuals worked an aggregate of 19,690 days at a wages cost of £2,953 10s., at the rate of 3s. per day or 18s. per week of thirty-nine hours. (The men worked week and week about.) During the winter of 1906-7 much less work has been available; the total wages bill at completion of work in April, 1907, will not amount to more than £1,200.

Results of
work pro-
vided under
Unemploy-
ed
Workmen
Act.

15. The effect of this supply of work has been good, though much too limited, self-respect has been retained, homes saved from being broken up and much misery

alleviated. By careful investigation and efficient supervision imposition has been reduced to a minimum.

16. Owing to the varied capacity and previously diverse occupations of those so employed, relief work does not and cannot compare favourably with work done by commercially efficient organisation, but it is infinitely better to have men so employed than allow them to drift into our gaols and workhouses.

17. From all points of view the operation of the distress committee have proved a useful palliative, though requiring much more extended powers.

POOR LAW ADMINISTRATION.

18. On this question my remarks will be of a general character.

Poor Law
administra-
tion in
Newcastle.

19. Newcastle-upon-Tyne is a typical industrial centre, and one perhaps least affected by the influx of people from the rural districts. I took a census of 226 consecutive applicants and the results showed that only nine had ever worked on the land.

20. The application of the Poor Laws has been carried out on an enlightened plan. Cottage homes have been provided, separate homes for married aged people and a number of cubicles provided in the aged and infirm dormitories.

21. As a shelter for able-bodied men and women, the workhouse should be abolished and these should be placed on labour colonies and made to work for their subsistence. Of course, if labour colonies were established, or other means of employment supplied for the unemployed, these inmates would have no need to apply to the Poor Law for assistance if they took advantage of the facilities provided before arriving at the absolute destitution stage. Indoor relief should only be provided for the aged, infirm and sick.

Desirability
of replacin-
g workhouse
by labour
colonies for
able-bodied

22. Outdoor relief might be given under proper safeguards to all aged eligible persons who possess settled homes or who live with children or friends willing to give them attention and whose small incomes at present prevent them doing so. The danger of giving outdoor relief to able-bodied persons is obvious and might be avoided by joint arrangement with the distress committee for the provision of work financed by the State or out of money provided by the rates.

Outdoor
relief.

23. The causes of pauperism are many—low wages, casual labour and unemployment, aggravated by drink pauperism, and gambling, being the principal.

24. The classes of persons seeking election as guardians are the commercial and shopkeeping classes generally, and this public work has long been regarded as a training ground for the position of city councillor, very many of the present councillors having previously been guardians. Latterly there has been a decided tendency on the part of the working men to take part in this work.

Classes of
persons
elected as
guardians in
Newcastle.

25. I enclose herewith copy of my report on last winter's work and also copy of a paper I read to the Newcastle Board of Guardians upon the unemployed question.*

85702. (*Chairman.*) In this Statement you give us an interesting analysis of the men on the register of the unemployed labour bureau; from Paragraph 5 I see that out of the 667 men registered, no less than 537 were general labourers?—That is so.

Numbers of
unemployed
labourers?
Newcastle.

85703. Then in Paragraph 7 you go on to say that the majority of those registering are periodically unemployed?—That is so.

85704. May I say that those persons are what is termed chronically unemployed?—There are a section of them that would belong to the casual labour ranks; the great majority, however, are those who are each year employed at some period.

Seasonal
unemploy-
ment in
Newcastle.

85705. Then those would be persons who were, many of them, in what we call seasonal employment?—Yes.

85706. What seasonal trades are there now in Newcastle? Are there any besides the building trade?—Painting and building; that is about all.

85707. Mainly building, I suppose?—Yes, mainly building.

85708. The other industries, I suppose, are more or less constant though dependent upon trade conditions?—That is so—shipbuilding and engineering, for instance.

* Not printed.

Unskilled
labourers
employed
in shipbuild-
ing and
engineering
trades in
Newcastle.

85709. I take it that there are a large number of unskilled labourers dependent on the skilled industries in Newcastle?—That is so.

85710. Take Elswick, for instance; what would be the amount of unskilled labour there in proportion to the skilled labour—would it be two to one?—It would be more than that; I should say there would be at least four unskilled labourers to one skilled man.

85711. Taking the trade union statistics as applicable to Newcastle, one might say therefore that for every trade unionist out of employ, there would be four unskilled men out of employ?—I should say that.

85712. That applies, I suppose, almost in the same proportion to the building trade?—Yes; but I had the shipbuilding more largely in view in making that statement.

85713. Would the proportion apply to other shipbuilding yards besides Elswick?—Yes.

General
industrial
conditions
of
Newcastle
district.

85714. So that the industries of Newcastle, although they employ a considerable amount of highly trained skilled workmen, are associated with a much larger proportion of unskilled workmen?—Yes, much larger.

85715. Have you any docks at Newcastle?—No; the docks are further down the river.

85716. Down towards Tynemouth?—Yes; but then anything which at all affects the trade on the Tyneside affects Newcastle, because they travel from Newcastle to their work at Hebburn and so forth.

85717. Treating Newcastle as an industrial centre, would you include the towns on the Durham side as well as those on the Newcastle side of the river as being within the district?—Yes.

85718. What are the towns on the Durham side that you would include?—Gateshead, Jarrow and Hebburn. They are all engaged in engineering or shipbuilding. The Tyne is entirely a shipbuilding and engineering river—with subsidiary trades, of course.

85719. The population in the aggregate would be very large, I suppose?—Yes; I could not just say what it is, but I should think it would be nearly a million.

85720. And mainly dependent, I suppose, on shipbuilding and the steel and iron industries?—On those and on the subsidiary trades. There are, for instance, little shops making specialties for the ships.

85721. These persons who come to you, I presume, were really, as you describe them, the least efficient of the unskilled labour which was dependent on those trades?—I should say, speaking generally, that the least efficient men are paid off first; but that does not altogether apply in every case, because a small master may have to pay off some very efficient labour.

Status of
unemployed
registering in
Newcastle.

85722. You are a guardian of the poor; was there much difference between these persons who were registered as unemployed and the persons who come to the Poor Law?—Yes. Of course I made enquiries from the Poor Law as to whether these people went for assistance, and I found that only in a comparatively few instances had they made application to the Poor Law.

85723. They belong to a social stratum rather above the Poor Law, then?—Yes, undoubtedly so.

85724. But I gather that the great mass of them were unskilled, and not skilled labourers?—Yes; I should say from 80 to 90 per cent. of them were.

Effect of
labour-saving
machinery in
shipbuilding
industry.

85725. Has the introduction of labour-saving machinery diminished the employment of the skilled workers?—I am afraid it has. When I was in a shipyard they introduced the electric drilling machine. I made inquiries at that time about the operation of this drilling machine, and I found that the counters—those are the men who count up the work—concluded that each machine did the work of at least four men. Drilling is not what you would call highly skilled work, but still the drillers are trade unionists, and are regarded as highly skilled, and they serve an apprenticeship of three years to the trade. Since I have left the shipyard they have introduced pneumatic riveting machines and caulking machines into the shops, and about the same proportion, I understand, are displaced to-day by the operation of these machines.

85726. The riveting, I suppose, would be done partly by unskilled men too?—The riveter had a holder-up, who was regarded as unskilled, but these men should rather be termed semi-skilled. Then he generally had a heater, heating his rivets, and a boy to catch the rivets and put them into the holes. There were in a squad of riveters two skilled men and three unskilled men.

85727. So that the introduction of machinery into shipbuilding, so far as that particular trade is concerned, has not only displaced a certain amount of skilled workmen, but a considerably larger number of unskilled workmen?—That is so.

85728. You have lived a good many years in Newcastle; I suppose there has been a very considerable development of industries in Newcastle?—Yes.

85729. What happens to those who are displaced by machinery; do they go to similar work elsewhere in the neighbourhood?—The other works perhaps absorb a portion of them, but I am afraid that the majority of them who are in semi-skilled employment and are thrown out by the application of machinery, degenerate into unskilled workmen altogether, and join the casual labouring class.

85730. Is there much casual employment at Newcastle?—Not so much as in most towns. There are ships which come to the quay to be unloaded with butter from Norway and Denmark, and there are grain ships that come there; but it cannot be regarded as a port where there is much of this class of labour employed. It is not like Liverpool in that respect.

85731. I suppose there is a good deal of loading and unloading lower down the river?—Yes, at Tyne Dock, but it is mainly mineral, and it does not employ a great amount of labour.

85732. Do they bring in mineral ore there, and take out coal?—They bring in largely iron ore, or they bring in props from Norway, and take coal out. That does, of course, employ labour. But then more or less in the docks, the Tyne Dock and the Northumberland Dock, the stevedores have a certain class of men whom they always employ, and they do not take any casual workmen on for a few days or anything like that.

85733. Is the employment by the day or the half-day?—By the day, I understand, but I could not be quite positive on that.

85734. The conditions are not such that if, say, there are a certain number of unskilled persons in Newcastle out of employment, they would flock down to the docks?—No, not for that work.

85735. They would remain more or less stationary in the city?—It is characteristic of men who have been used to a factory that they seldom go to other shops to look for work; they seem to go to the factories only in order to find similar employment.

85736. Had you any system of charitable doles given from special funds in operation in Newcastle before the Unemployed Workmen Act?—Yes. I was secretary of a relief fund which was started in the very depressed period of 1902 which extended into 1903.

85737. That was not satisfactory, I understand?—By no means.

85738. Contrasting what is done now under the Unemployed Workmen Act with what was then done, do you think the Act has brought about a distinct improvement?—Undoubtedly.

85739. What was the principle on which you gave employment? Did you employ the men continuously, that is to say, did you take on a limited number of persons and give them regular employment; or did you employ them intermittently?—We employed them usually week and week about. They had one week's work, and then they were one week off. They were employed upon excavation work on a site on which some cottages are going to be built.

85740. Was their work found for them, or did it come rather ready to hand?—Newcastle is fortunately situated in having a large municipal estate, and this was work which would not have been done, I think, for some years, though it might have been done eventually. With the assistance of the grant that we had from the Govern-

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Effect of
labour-saving
machinery in
shipbuilding
industry.

Casual labour
in Newcastle.

Relief fund in
Newcastle,
1902-3.

Operation of
Unemployed
Workmen
Act in
Newcastle.

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Operation of Unemployed Workmen Act in Newcastle.

ment, and a little voluntary contribution, we managed to put it in hand straight away.

85741. What was the actual work?—One portion of the work was levelling the old brickfield in order to make streets. Another portion of the work was filling in a very dangerous pond which had existed for years there, in which many children had been drowned. They agreed to put in hand the filling in of this pond with clinker from the refuse destructor of the corporation.

85742. Were you able to give this work without interfering with the industrial market, or anticipating what otherwise would almost immediately have been done?—I think it would have had eventually to be done, but not for many years.

85743. What is going on now. Is that work still continuing?—We are going this year, I anticipate, to continue working upon this work that I have been speaking of, that is, to further level the land in order to make a playground opposite the houses that they intend to build. Then we will have some work on the site of the Model Cottage Exhibition which is to be held next year; that will consist of the making of drains and work of that sort.

85744. Did you emigrate any number of people?—No.

85745. Emigration is not popular there, is it?—No, it is not there.

Modifications necessary in Unemployed Workmen Act.

85746. Have you thought at all what, if you had a free hand, you would like to be done? Would you continue the Unemployed Workmen Act, and if you did continue it, would you continue it with or without alteration?—I should continue it with alterations. I should hope it would not be continued in its present form, and with no additions.

Necessity of graded labour colonies.

85747. What kind of alterations would you suggest?—I have been very much struck on reading the way in which they deal with the problem upon the Continent. I believe that it will be essential, if we are going to deal with the problem, to establish labour colonies graded, with, in addition, some development which will enable those who have shown a qualification for work upon the land to permanently reside upon the land; in addition to that I think the way-ticket system—that is, a system by which a man might travel throughout the country—would be most useful. I was most forcibly struck with that when one man came to me who had been for two years upon my books. He was a big man—he was as big as I am anyhow—and he had been working at iron works when there were such upon the Tyne. He was what they call a bolter-down. He had seen an advertisement in the Birmingham papers, and he asked me to apply for the place for him. He got that situation as a bolter-down in Stoke-on-Trent, and he got a written guarantee, which I had to have from the employer, that he should have 10s. a day so long as he was employed. There was also a guarantee given that he would not be chargeable to the rates in the place to which he was going. Had there been a way-ticket system, that man, who was not of the vagrant class—he was a respectable man who was unfortunate—would no doubt have travelled in search of this work. Speaking to a friend of mine at the Consett Iron Works as to what this bolting-down meant, he said it was called by another name in more up-to-date iron works, and it was only the iron works that are carried on under the old conditions in which this term was applied to this class of labour.

85748. That is to say, the man really, according to present ideas, was a highly skilled artisan?—He was.

85749. And the work that he would do, comes under the category of highly skilled work?—Yes.

Newcastle Labour Bureau.

85750. Did your labour bureau answer well; I mean to say, did you find employment for people through it?—Yes. We circularised employers you see. I have a standing advertisement in the two most widely read papers asking for employers to come, and also for those who are out of work to register.

Need of extended system of labour exchanges.

85751. Do you think the system of what I would rather call labour exchanges, if it was gradually developed and became uniform, would help much in finding work?—I think it could be developed and be made very useful, but not in its present isolated form. Near me, for in-

stance, there is only one in Sunderland, and, going north, one at Glasgow. These distances are too great. But the system could be developed, I think, in conjunction with the idea of the way-ticket.

85752. To be really useful it requires very considerable development, does it not, and these exchanges should be established in all industrial centres?—Yes, and along the main roads of travel too, I should think.

85753. Have you had any difficulty, in working your labour bureau, with the trade unionists?—I have had none, because the trade unionists have confidence in the bureau. It is necessary, if bureaux are ever to be successful, that there should be absolute confidence between the superintendent of the bureau and the employers of labour and the trade unionists. With that end in view, I should have a committee composed, say, the majority of members of the council if the council had it in hand, with an equal number of large employers of labour and of trade unionists directly representing labour.

85754. In fact, you would adopt the system which prevails, to a certain extent, in Germany?—Yes.

85755. Do you think that the common sense instincts of the two classes, employers and employed, under those conditions, would get over a great many difficulties?—I am perfectly sure of it.

85756. Coming back to your labour colonies, do I understand rightly that your idea is that they should be graded?—Yes.

85757. Would you send people there to get them back into health as well as to train them to get their livelihood, and would you try to place somewhere else those who did well, sending those who would not work to stiffer and more penal colonies?—Yes, undoubtedly.

85758. Is that your idea?—Yes, that is the idea.

85759. To be effective, they would have to be on a large scale, would they not?—It would have to be a colony which would cover a large area undoubtedly; and it would serve a large area too.

85760. Take your own case of Newcastle; have you ever thought at all what the dimensions of such a farm colony as you would want at Newcastle would be?—I tried some three years ago, and I did get a conference of representatives from all the elected bodies in the four northern counties called in Newcastle to discuss this problem. I quite felt that Northumberland, Cumberland, and Westmoreland could not do it of themselves, but that if one were to include Durham, which has a very large population, I felt that we could establish a colony. The great difficulty would be of course in the apportionment of the cost; and there might be other difficulties. But I think that Sunderland and Durham, and Hebburn, Jarrow and South Shields, and all up and down the Tyne, and the Wear, would be able to make use of a colony certainly which was 500 acres in extent.

85761. How many people did you propose to send there?—Have you at all thought that out?—I cannot say that I have quite thought that out satisfactorily; but for the genuine unemployed, they would have to go to a colony which might be regarded more in the light of an agricultural college which would fit them for the permanent occupation of land. That might either be in conjunction with a graded system of colonies, or this farm colony might be one entirely distinct and apart. I think that the Poor Law and the unemployed are very closely related.

85762. We do not want to go into the Poor Law now much, because we have finished our evidence on that branch; but I assume you would agree that one of the difficulties about the Poor Law is that they cannot help people until they are down and destitute?—Destitute; that is the condition.

85763. You rather want to get at them at a previous stage?—Yes.

85764. You have been at Newcastle a good many years; the skilled artisans, I presume, are in a better condition than they were in a good many years ago, that is to say, their wages have risen and their conditions are better?—I should say that the skilled artisans are in a better financial position than they were, say, ten or fifteen years ago.

Question trade unionists and labour exchange

Graded labour colonies.

Disadvantage of Poor Law assistance.

General improvement of industrial conditions Newcastle

General
improvement
of industrial
conditions in
Newcastle.

85765. Now I come to the unskilled workmen, and I divide them into two grades—a higher grade of unskilled labour and a lower grade of unskilled labour. What would you say is the position of the higher grade of unskilled labour as compared with what it was ten years back?—I say the conditions altogether are improved.

85766. Then I come to the lower grade; should you say they were better off too?—I should say the wages that they get for their work, if they are fully employed, are an improvement upon what they had ten or fifteen years ago; but I am afraid that is nullified, to some extent, by the intermittent employment which has resulted from the introduction of machinery and so on.

85767. By the disturbance in employment, you mean?—Yes.

85768. Taking it all round, would you say that the conditions have improved?—I should say the conditions of the average workman have improved, with the exception that the work has become, within recent years, not so continuous as it used to be ten or fifteen years ago.

85769. Regularity of employment, I take it, you would say is essential?—It is very essential.

Increase of
unemployment
in
Newcastle
district.

85770. (*Bishop of Ross.*) From your answers to the chairman, I assume that the number of people unemployed at present in the Newcastle district is larger than it used to be say ten or fifteen years ago?—Yes; I think that can be borne out.

85771. So that in the periods of prosperity—in the past—you would not have had 3,500 unemployed?—No, by no means.

85772. You estimate that to be the number at present, I think?—I have estimated it to be more than that since this Statement of mine was prepared; the north of England is in a very bad condition just at the moment, Sunderland in particular, as will be shown by the Board of Trade Returns.

85773. For the last six or eight weeks, things have been bad, I understand?—They are extremely bad. The “Mauretania” leaving us, I should say, has thrown 1,500 men out of employment.

85774. Have any of the firms been working short time for the last six or eight weeks?—At Armstrong’s, at Elswick, I understand that they have stopped the night shift in some instances.

85775. I was told quite recently that in South Wales they have been working short time, and I wanted to know if anything similar has occurred in Newcastle?—I do not think they have reduced the working hours in the week. I think they have simply taken off a shift. You see they work a night shift and a day shift, and I think they have simply taken off one of those shifts.

85776. Are the men working on the night shift thrown out of employment altogether now?—I think that is the shift which usually goes off.

85777. And it is off?—Yes.

Reduction of
hours of
labour.

85778. Would you prefer that all the men should be put on short hours rather than that a whole shift should be thrown out altogether?—The miners adopt that principle now, and I think, if the wages for the shortened time were sufficient for the purposes of the families, it would not be a bad idea; but I should like to see it done voluntarily.

85779. The wages necessarily would not be sufficient to keep the families in the same comfort, let me say?—No, they would not.

85780. But they might be sufficient to keep the families in physical health?—Yes. Still, I am afraid that unless you made it a purely voluntary arrangement it would give rise to a good deal of poverty—additional poverty, I mean.

85781. I think the trade unionists rather encourage that idea?—They want a reduction in the hours of labour, but I do not think they wish it in the sense—

85782. Not in the sense that there should be a reduction in the total amount earned?—Just so.

Wages of
unskilled
labourers in
shipyards.

85783. What is the usual wage of an unskilled man in the shipyards?—An unskilled labourer would earn 20s. 6d. or 21s. a week.

85784. That would be about 3s. 6d. a day?—Yes. Of course they get time off; bad weather and that sort of thing throws them idle.

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85785. You are strongly in favour of farm colonies, and of getting these men fixed on the land; in the present conditions of agriculture, and with foreign competition so developed as it has been, do you think that a man working on the land can earn 3s. 6d. a day?—I do not regard the labour colony as a solution of the unemployed problem; but I do say that there is a very large opportunity for this country to produce many of the things that we now get from abroad—dairy produce, for instance; and I think that under scientific management, direction, and control, we would be enabled to produce these things at home and to be independent.

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Question of
willingness
of townsmen
to settle on
the land.

85786. I entirely agree with you that we could produce at home a great many things that we bring from abroad, and I also hold the view that men working on the land at lesser wages can procure comfort, health and happiness. But what I want to put to you is this: I suppose that men cannot earn on the land as much money as they do earn in unskilled occupations in the towns and cities; will they be satisfied to remain on the land at that lesser wage, which lesser wage, however, will procure them a reasonably good living?—I am afraid that that does not correctly describe the position of the average unskilled labourer in the towns. He has not got that guarantee at the present time. He does not know that he will be in a position all the time to secure his efficiency and to satisfy his wants.

85787. You go to the man on the Tyneside, and you say to that man: “You can earn 2s. a day or 2s. 6d. a day working on the land.” That 2s. 6d. is about the average wage which the land can afford to give; the farmers do not earn themselves more than 2s. 6d. per day by their work, working eight, nine and ten hours a day, and they cannot afford to give more. Will the Tyneside unskilled labourer be satisfied to go for 2s. 6d. a day which is reasonably secure, or will he take his chance of the 3s. 6d. or 4s. a day at the Tyneside?—I should say that that would need to be put to the test, of course; but if I were an unskilled workman on the Tyne, usually earning 3s. a day, and out of the 365 days of the year 140 or 150 of those I was unemployed, I should take the opportunity of going upon the land and risking it.

85788. And so should I; but what view will the average working men take? I would be delighted if we could get them to take our view, but is there any hope that they will take it?—I have spoken to the men coming into the bureau, and of course, being quite conscious of the disabilities of city life, they have expressed willingness to go out upon the land; but it is no good putting them out upon the land for sixteen weeks, and then bringing them into the town again.

85789. (*Mr. Russell Wakefield.*) With regard to the Statistics of numbers of unemployed that you have in Newcastle, 3,500 you say, might I ask what total population you estimate that on?—I have brought my figures a little more up to date, I may say, since the preparation of my Statement. Taking the census of 1901, which does not include three townships which have been added since that date, I find that there were in Newcastle at that time 71,197 male citizens over fifteen years of age—of working age, that is—and 69,678 were returned as engaged in occupations. I assume that there are four unskilled men to every skilled man, and I take the minimum rate from the unemployed returns that are published in the “Board of Trade Gazette,” which is about 4½ per cent. Taking the 69,678, which was the working population at that time, I get 3,871 male persons of working age who would be out of employment—that is upon the minimum average unemployed as shown in the Board of Trade returns. If you include the 33,000 which have been recently incorporated into the city, I should say that approximately you have another 1,000 at least who are unemployed. That would make between 4,500 and 5,000 unemployed at the present time, and I think that a census would show that that was rather under than over the mark.

unemployment in Newcastle.

85790. That makes a very high percentage of unemployed?—Yes; and there is a very high percentage at the present time.

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Emigration
not under-
taken by
Newcastle
Distress
Committee.

Contribu-
tions to
Newcastle
Distress
Committee.

Importance
of small
holdings.

Desirability
of way-ticket
system.

Unemploy-
ment a
national
problem.

85791. In Paragraph 3 you say that in consequence of knowing that relief work was to be reserved for married men with families, many single men refrained from application; did you do anything with regard to emigrating the single men?—We had applications from single men for emigration, but we did not entertain them. The limited money and the area over which it had to be spread prevented us from undertaking this class of work. West Ham, of course, did it because they got a very large grant from the Government.

85792. What was your grant all told?—Last year we got £630 from the Government grant.

85793. Did you have large voluntary contributions?—They were very small, I am sorry to say—something under £100; £91 odd, I think.

85794. Then with £691 you could not effect any very great solution of the unemployed problem in Newcastle?—No; it was a palliative entirely. The corporation put the work in hand, and we just paid the difference between the cost of the labour if it had been done by contract and what it actually did cost. In some cases it cost 33 per cent. more, and upon one job it only cost 20 per cent. more.

85795. When you speak about fixing people on the land, have you in your mind the idea of small holdings?—Yes; small holdings for those who prove themselves qualified to start out upon the land.

85796. That is practically the only way in which you could fix them permanently on the land, as far as one can judge; is it not?—That is so. The farm colony would only be a preparatory stage.

85797. A training ground for them?—Yes.

85798. Therefore any scheme in your judgment would be imperfect which did not include some permanent place in which the people can be placed after the training has been gone through?—Undoubtedly.

85799. Now with regard to the amendments of the Unemployed Workmen Act which you suggest if it is to be renewed, I do not think you said all to the chairman you possibly might feel about that; at any rate, you did not go very far with regard to the amendments you would like. Can you name them?—I was thinking at the time that the tramp ward under a proper scheme would be abolished altogether practically. If you give a genuine working man an opportunity to travel the country, and if you have a labour colony upon which you could put these people who are genuine working men, there would be very little need for any tramp wards; and the way-ticket system would solve that difficulty. I do not think, however, it would solve the unemployed problem itself.

85800. That is one amendment you would like; can you tell me anything else you would like if the Act were to be renewed? Would you, for instance, like to give to the municipalities any greater powers in regard to the provision of work than they have at present?—I think if it is to be dealt with at all, it will have to be dealt with upon national lines. The ratepayers in the towns are too heavily burdened at the present time for them to agree to you doing very much of a practical nature with the unemployed. It is a national problem, and should be treated from that standpoint, I think.

85801. There would be very great relief given to localities by the solution of this problem, would there not?—Yes, very great.

85802. It presses in certain localities more than in others?—That is so. One of the reasons why I am in favour of the facility for travel is that I believe—really, I know it to be a fact—that there may be men in one town unemployed whose services are actually required in some other town, and that men may be compelled to work overtime at one particular job while there are men available who are doing nothing at all.

85803. Is it not just possible that in some localities more pains are taken to try to solve the problem than in others?—Yes, that is so.

85804. And that in some places, whilst we all feel the rate matter, there is rather more public spirit with regard to these questions than there is in others?—That is so.

85805. If you throw practically all the burden upon the National Exchequer, is there not just a possibility of those localities which do least benefiting most?—

That would have to be very carefully safeguarded, I have no doubt, and I should not let the locality off free—I should make some of the responsibility theirs.

85806. (Mr. Lansbury.) Have you heard of many cases where men have been discharged because of the Workmen's Compensation Act and the Employers' Liability Act?—Many of them attribute it to that, but I do not think that you can quite well fix that as the reason. The employer would not certainly agree that he had discharged them upon those grounds, but the men feel that it is so, and they very often say so. I believe that it is the fact.

85807. Might it be that the employers only clear out the older men in periods of depression, and that they would go out anyhow, whether there was an Employers' Liability Act or not?—Yes, I think that that would be the result in any case. I think that the development which has taken place in industry involves the throwing out of the older man; he is not able to do quite what the young man is able to do, and therefore he has to give place to him.

85808. You have not heard of an insurance company going into a yard or a factory, and in a way calling upon the employer to employ only young men, because of the risks, have you?—I have not met with any authentic case of that sort, but I have heard that it is so.

85809. You have never been able to get real evidence about it?—No, I have not.

85810. Did I understand you aright to say—you were referring to it just as I came in, I think—that in your judgment the character of the men you were helping was distinctly above that of the pauper class?—Most distinctly above it. Another thing is that it is progressive in that respect; what I mean to say is that the cases which are coming this year are apparently a better class than came when the distress committee was first established. Originally, it was thought that there would be something to be given away.

85811. And therefore the people who are always on the look-out for something to be given away rushed to get it?—That was so.

85812. Now they find that they do not get anything but work offered them, they stay away?—Most undoubtedly.

85813. And these better men come?—That is my experience.

85814. (Chairman.) Then really the quality has improved?—I think there is no doubt of that.

85815. (Mr. Lansbury.) You say in Paragraph 12 that the men who have been accustomed to regular work deteriorate more rapidly than the men who have been accustomed to this casual sort of work?—I think that that goes without saying.

85816. Is that one of your reasons for wanting some machinery of this kind, so as to prevent the deterioration of the men?—Yes.

85817. You have had a good deal of experience, and in the course of your experience you have found that being out of work and not being sure of your employment is a factor in deteriorating the character of otherwise decent men and women?—I have cases in my mind that undeniably point in that direction, and prove it.

85818. So that one of the remedies, apart from everything else, one of the things to get rid of what are called the unemployables and to prevent deterioration of character, would be to see as far as possible that industry was organised on a regular basis instead of on a casual basis of employment?—That opens up, of course, a very large question, and I had perhaps better not go into it, because it is a very large subject.

85819. But it would be a good thing to get rid of casual employment if possible—I will put that question to you?—I think so; although it would for the time being increase the numbers out of employment.

85820. It would be a big job?—Yes.

85821. In Paragraph 22 you say that: "The danger of giving out-door relief to able-bodied persons is obvious and might be avoided by a joint arrangement with the distress committee for the provision of work" etc. You able-bodied have been a Poor Law guardian, I understand; would all classes

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Workmen's
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Class of
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applying
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Question of
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Question of authority to deal with all-bodied of all classes. you be in favour of one authority dealing with the able-bodied of all classes?—Yes, I think that would be much preferable.

85822. I understood you to say in answer to the Chairman that you wanted a series of graded colonies?—Yes.

85823. Would you not rather preface that by establishing one authority to deal with all the able-bodied?—It would be preferable to have one body to deal with all the able-bodied who are in need of relief.

85824. Or in need of help from the community at all?—Yes. This could be done entirely through an organisation such as at present exists. They would not need to go to the Poor Law at all if you had facilities for putting these men to some work.

85825. But the argument might be that while your machinery is good for the worthy person, you would require to have a different kind of treatment for what are called the unworthy persons. Would you be in favour of one authority for dealing with all classes?—No. I think I should prefer to continue on the present lines to handing it over, for instance, to the police.

85826. I am not bothering about what authority—leave that out for the moment. What I want to get from you is whether you think there should be one authority to deal with all the able-bodied, whether they are vagrants, or the ordinary able-bodied paupers, or whether they are the people who come to the distress committee?—I should be in favour of that. The difficulty I see is in getting the really respectable unemployed man to come in contact with and be regarded as, perhaps, of the unemployable class.

85827. Do you think that is an insuperable difficulty?—No. I think it might be got over.

85828. You would not therefore be in favour of the vagrants being dealt with by the police, would you?—No, I think not.

Malingering. 85829. I notice, in your Report for 1906, you say in speaking about malingering that there are a certain number of men who may be afflicted in that sort of way, but that in your judgment it is not characteristic of the great majority of those whom you dealt with?—That is so. It is certainly not true with regard to the great bulk of them that have come under my notice.

85830. You believe they were men who were honestly willing to do their best for the money that was paid to them?—And I think that they do do it. I think it is merely a question of supervision and direction.

Of. 85831. Then there is the question of the 20 per cent. gain wk under loss and the 30 per cent. loss; how do you quite account for that?—In the case that I was mentioning of the 20 per cent. loss I chose those who had been practically used to that work. It was a specialty of work; it was digging drains. The ordinary man, who might be even a pick-and-shovel man, has never been used to dealing with drains; but I had quite a number of those men upon my register at the time, and we put them to that work, with the result that the account which was sent in by the property department to us amounted only to 20 per cent. of the total cost.

85832. Would I be right in assuming that the loss is made up by the fact that a few are malingerers, while another body of the men are men who are not accustomed to the particular work that they are put to?—No. I should say that there would be none of that additional cost due to malingering, because we have efficient supervision and a man who malingered would get paid off.

85833. You are quite certain of that, are you?—I am quite certain of that. I think that the difference in cost is due almost entirely to either the physical inability of the man to perform as much work as an ordinary navvy, or to the fact that he has not been used to this class of work at all. If you put a painter to use a pick and shovel, it stands to reason that he will not turn out as much work as a man who has been at that work before.

85834. That really means that you were obliged to put people to work that they were unaccustomed to?—Yes.

85835. And you also had to put men to work that they were physically unfit to do?—Quite so.

85836. Then it is really not the bad character of the men but these facts which account for the difference in the cost?—These facts account for the difference in the cost entirely. So far as my committee are concerned, we had efficient supervision, and the work was done as well as possible.

85837. Then with regard to the men taking up life in the country, it was put to you just now that a man of unemployment would only earn 2s. 6d. a day; a man does not measure money exactly by the nominal amount, but by what he will get for it; is that not so?—Yes.

85838. Say it is 15s. a week with a garden in the country; that might give him a standard of living perhaps better than the standard of living he enjoyed in the town?—It would; and that was the reason why I said if I had the chance, under those conditions I should go out and live in the country. I believe there are quite a number of sensible unemployed men who would be glad of the chance also.

85839. (Professor Smart.) Were you an engineer before you became superintendent of the labour bureau?—No, I was storekeeper in the shipyard. I used to fit the ships out for sea; outfit storekeeper I was called.

85840. For how many years?—I was in the shipyard as timekeeper and storekeeper for about eighteen years.

85841. Your general conclusion is that there is a proportion of four unskilled men to one skilled man?—Yes, and I think that is borne out in this way—there are supposed to be between 14,000,000 and 16,000,000 manual workers in the country—

Proportion of unskilled to skilled workmen.

85842. You are not speaking of Newcastle alone, then?—Yes, I am; but I am basing the calculations for Newcastle upon the national average. There are perhaps 14,000,000 or 16,000,000 of manual workers, and the skilled organised trade unionists amounts to something between 2,500,000 and 3,000,000. It is therefore, a most conservative estimate, I think, to say that there would be four unskilled and semi-skilled men to each skilled worker.

85843. You are not judging by any particular shipyard?—I know this, that a plater, for instance in a shipyard may have from four to six men working for him, according to the thickness of the plate that he is dealing with and the difficulty of handling it. Of course, that is only one branch of industry, but there are so many things which are carried on by what are called unskilled men who really ought not to be called unskilled men—they are semi-skilled in reality—that I should say, judging from my experience of the shipyard and the factory together, and from my experience (since I have been in the town) more particularly of the town, that it would be quite a reasonable estimate to say there are four unskilled and semi-skilled men to every skilled man.

85844. Perhaps you might define what you mean by "skilled" as opposed to "unskilled"?—I define it in this way—a man who is skilled has served his time to a trade.

85845. Is that your definition?—Yes, I should say so.

85846. Do you mean to say the semi-skilled have not served their time to a trade?—For instance, in a factory they employ a very large number of machine-workers—as a matter of fact, they have women working the machines now where men used to do it ten or fifteen years ago.

85847. That is another thing?—Yes. These men are simply men who have developed from the labouring class into this semi-skilled work. It is work which does not require any long period of apprenticeship, but still it is skilled in the sense that it requires very accurate manipulation to turn these things out. But from the point of view of the skilled man he is not a skilled man in my estimate because he has not served his time to his trade.

85848. Would you call a riveter a skilled man?—Yes.

85849. He has three or four people dependent on him, I think you said?—The riveters work in pairs, and they have, say, three unskilled workers with them. There is the holder-on who holds the other end of the rivet; and then there is the heater, known as the heater-boy—but he is very often a man up to thirty or thirty-five years of age. This man heats the rivets and then throws them with a pair of tongs to a boy who picks them up and puts them into the hole; so that there are three what you

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would regard as unskilled persons to every pair of skilled riveters.

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85850. That is exceptional, of course: it does not correspond to your four to one?—That is so. But outside of the factories altogether there is a large number of men who may be regarded as unskilled.

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Bureau.

85851. Your labour bureau is connected with the distress committee, is it?—In our town of Newcastle it has been and I find it works very well.

85852. You find it work quite well?—Yes, so far as our town is concerned. I see it does not, in the opinion of some of the secretaries, work quite well in other places.

85853. Do you reserve it for unskilled labour altogether?—No. For the labour bureau register I take applications from every person, in fact, I have had an application from a doctor of science. I have had applications repeatedly from highly skilled tradesmen.

85854. Then there is no feeling at all about it that it is a registry for unemployed labour and rather second-class labour?—I think perhaps that that feeling may exist in the minds of some of the employers; but where I have had an opportunity of demonstrating, I have shown that I can supply a better class of labour than they could hope to get by choosing their men promiscuously at the factory gates.

85855. So if I could point out to you another city where the labour bureau has been turned entirely into a registry for domestic service, and compare it with your labour bureau, you would answer that it altogether depends upon the man at the head of it?—I think that a very great deal does depend upon the man. If you give the trade union section, or even not the trade unionists but the workmen who are in continuous employment, the idea that this may be used or will be used for the purpose of supplying labour at a less price than it could be got at outside, then you have destroyed the usefulness of the bureau and it will never be any good until you alter the people who are at the head of it.

85856. (Chairman.) Have you got a committee?—Yes.

85857. The committee I suppose, trusts you to run the bureau?—They give me general directions, and in dealing with the men I have practically a free hand. If an employer sent to me for a dozen men, as they have done, I choose the men who, I think, would be most suited for that work, and I send them along. I do not call the committee together to decide a question of that sort.

85858. Are you a trade unionist yourself?—I am in principle, and I am in reality, although I do not work at any trade.

85859. (Professor Smart.) How can you be a trade unionist then?—I am a member of an unskilled union.

85860. Do you find the employers are making use of the bureau at all?—Yes, to some extent; and I believe it could be improved if there was a system by which the employer and the representatives of labour were brought more closely into it.

85861. Is the bureau in favour in Newcastle just now?—I do not hear any complaints about it. When it first started there was a good deal of badly disguised hostility shown towards it, but it has been free from all attacks of that nature for a long time.

85862. I thought you were rather discouraged about it at first?—I was. It was subject very much to attack when it was first established, but I think I have pretty well lived that down.

85863. There was a good deal of feeling about you personally, was there not, because you were a Socialist?—Upon the part of some people who are narrow enough to allow a thing like that to influence them I daresay that was so; but, on the other hand, I had the absolute confidence of the working-classes of the city, which was a set-off to that.

85864. The 3,500 unemployed men, I see, is an estimate of your own?—Undoubtedly. It is an approximation, and you cannot take that figure as absolutely correct.

85865. Would you say the majority of those were skilled or unskilled?—The large majority would be unskilled.

85866. And the majority again of these would be casual labourers, would they?—No. We are not so badly fixed as regards casual labour in Newcastle as they are in most towns where there is a regular system of casual labour. I should say not more than 10 per cent. of the unskilled labour in Newcastle is casual labour.

85867. Would you say there is a high percentage of unemployed in Newcastle relative to the population, as compared with other centres?—It is nothing nearly so great just now as in Sunderland. On the Wear it is very much worse than it is in Newcastle, although it is bad enough there.

85868. It is always the case with shipbuilding that you Condition have this high percentage of unemployed, is it not?—shipbuilding I do not think there has been such a period of depression industry. in shipbuilding for a long time. The only shipyard that I know of that is fully employed at the present time is Armstrongs' shipyard at Elswick. I have noticed this curious thing, but it is a fact, that when the mercantile ship-yards have been very slack the war shipbuilding-yards have been busy. I have noticed that during a period of years.

85869. Is that through any policy, do you think, of the Government to spread the work better over the country?—I do not know whether that is so or not, so whether it happens to be a coincidence, but it is the case. I was in the Elswick shipyard when the "Victoria" was built—that was the ship that went down in the Mediterranean; and that was the case at that time. Every place on the river was very slack then except our yard, which was very busy and had perhaps 5,000 men working in it.

85870. A year ago Newcastle was very busy, was it not?—I should say that for the last two years we have been what you may call very prosperous in Newcastle.

85871. So if your statement had been sent in twelve months ago it might have contained words like these: "There are no unemployed practically in Newcastle," might it not?—No.

85872. Even then would you have said there were unemployed?—There are always a lot of unemployed in Newcastle, but there are more to-day, of course.

85873. Speaking of the causes of unemployment, you say it is undoubtedly due to displacement by labour-saving machinery, which I understand, but also you say it is due to a more highly organised and specialised system of production?—Yes.

85874. Why should that cause unemployment?—The machine itself will displace labour.

85875. That is displacement, but this is the second head I am on?—In addition to that there is a system of organisation in the workshops by which the machine is speeded up to its very highest point of efficiency. Mathematically they arrive at the speed that the machine should run to take a certain cut, and there is a time-limit put upon the production of a given article. Now that never used to be the case at one time. Consequently the higher pressure at which the workman works, as well as the machine, also contributes somewhat to the number of unemployed.

85876. Then there are two displacements really; first of all, the displacement by the machinery, and then you have the gradual organisation of the machinery afterwards?—Yes, I think that is so.

85877. In Paragraph 15 you speak of careful investigation; do you consider that investigation into the personal character of the applicants is necessary?—I think the best investigation, so far as the *bona fides* of the unemployed are concerned, is to offer them work. I have ceased to have a great confidence in recommendations and testimonials. I have seen so many cases in which testimonials have been absolutely worthless. There is a sort of feeling which exists even among the employers that "This chap is not very much good to me, but I am not going to stand in his way for ever, so I will give him a sort of testimonial by which he can get other work." That does not apply of course to the large establishments, because they never give any personal testimonials.

85878. If you offer such a man work, it is not until he has been in work that you can tell anything about his case?—I think the best test that you can put upon

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a man's *bona fides* as to whether he is willing to work is to give him work and see if he performs it. If he does not perform it, then you know from personal experience that he is not wanting work, and you can deal with him in quite another way.

85879. But why do you say "careful investigation"? —There should be careful investigation into the *bona fides* of the man. You require to see whether he has been in the habit of being only casually employed, or whether he has been fully employed. He may have drifted into the ranks of the casually employed and been unable to get out; though quite willing to work full time he has never had the opportunity.

85880. Is not that sort of inquiry just the kind of thing that the casual labourer resents?—Some of them do not quite like it, I daresay, but I have not noticed any very great objection to the inquiry, further than that they regard some of the questions as inquisitorial.

Displacement of skilled men in shipbuilding industry.

85881. I am very much interested in one generalisation you make. I understood you to say that in shipbuilding there is a displacement both of skilled and of unskilled labour?—Undoubtedly that is so.

85882. Then modern improvements within an industry are throwing out even skilled men?—I think that there is not any doubt of that.

85883. And changing the proportion in the direction of the unskilled?—Yes; there are so many men who develop into unskilled.

85884. The total number employed is less, and of that total number there are more unskilled than skilled?—Yes.

85885. (*Mr. Chandler.*) Trade is very much worse now in Newcastle-on-Tyne than it was four months ago, when I believe you prepared your Statement, is it not?—Yes, it is.

85886. Of course, amongst the unemployed there is a proportion of those who are skilled men, I take it?—Yes, a good number of them are skilled men.

Registers of skilled trades unions.

85887. If the work is to be had in any of the other ship-building yards in the district of Newcastle-on-Tyne, have not the mechanics, that is, the engineers, the boiler-makers, the shipwrights, and the joiners, a very good method of registration?—They have.

85888. And have they not special men, whom they call "walking delegates," always on the look-out to transfer the unemployed from one yard to another?—Yes; so long as they belong to a skilled trade who pay out-of-work benefit they have a register of their own by which they transfer their labour where it is required.

85889. I may go a little further, may I not, and say that in the event of a man of that description being required in any of the ship-building yards, or engineering works, in the country, that same machinery is brought into play to send the man there?—That is true so far as the skilled men are concerned, but it does not apply at all to even the skilled trade unions, or the semi-skilled trade unions, where they do not pay out-of-work benefit.

Value of labour changes to trade unions.

85890. I understand that; therefore your labour exchanges would be of little value to that class of men, but would be of great value to this unskilled crowd which you say form by far the largest proportion?—I think that fully developed, and with the confidence of employer and trade unionist, this might be the centre even for working the out-of-work books of the trade unions.

Discharged men from Elswick Small Arms Factory.

85891. Just one word with regard to the aged men; you know the Elswick Small Arms Factory well, I take it?—Yes.

85892. Is it not the fact that men have grown old in service there?—Yes.

85893. Has there been any discharge of hands there since the passing of the Workmen's Compensation Act?—I think so much depends upon the temperament of the foreman. I know that there have been men paid off for no other reason than on account of their age, but I do not know from whence this instruction emanated; I only know that it is so. A foreman who wanted to keep well with the management might perhaps think that by doing this he would further himself. I cannot say, however, but I do know it to be a fact that men have been paid off.

85894. (*Mr. Loch.*) You look forward to colonies to deal with some of these men?—I think so.

85895. I think you said that you would send to these colonies all who were known to be vagrants, or wayfarers, if we may so call them, that is, those who are permanently vagrants?—Quite so.

85896. Just let us try to trace that out. The number of them is very large, is it not? In London those who are identified as such number 20,218 in the year?—20,000 vagrants?

85897. Identified persons in the casual wards and going from one to the other?—I do not think the numbers are equally great taking them all through the country, but, of course, I do not know whether you are more cursed in London with this class than we are.

85898. The estimates for the country have been various; some have said that 60,000 is the total vagrancy?—I should say between 30,000 and 40,000.

85899. Supposing we take it at the lower level, your own figure, is it your idea that by reference to a colony you would discipline the men?—I think that would have to be the object.

85900. Then you would commit these persons to a colony?—I would commit them undoubtedly.

85901. For a term of years?—For a term of months, or it may be years.

85902. Something in the nature of an indeterminate sentence?—Yes.

85903. Have you at all calculated what that would come to in point of expense?—I know that it will cost a good deal of money.

85904. Roughly, the number under our Poor Law on a day count runs, we will say, to something like 925,000, and to that number you would add on your own estimate something like 30,000 to 40,000?—I think, taking it in conjunction with the other portion of the scheme, an able-bodied man should have the opportunity offered him to take up his way-ticket or else to be supplied with employment by the municipality, or through the municipality, and that the vagrant wards should be abolished entirely.

85905. I see your point, I think, in regard to your system; but I was taking rather the other line, and trying to work it out. Have you judged, either upon foreign or upon any other evidence, what would be the result if there were, for instance, a three or four months' residence of all the vagrants in a colony?—Do you mean the result from the point of view of the man himself?

85906. Yes?—I am afraid that the results upon the Continent as shown in the Continental books on the question prove that in a great many cases they are dealing in the bulk with the utterly hopeless people; but I do not think that that would be the result if they were taken in hand before they had reached that stage.

85907. Your idea would be to take them in hand at the first step to vagrancy?—I should take them in hand at the period when they were beginning to go down. Treatment of hand vagrant class.

85908. How would you do it?—If you offer a man work, if you give him the opportunity to work, then if he is not wishful to work he will not go to it.

85909. Whom would the offer come from; you would have no police, I understand, in the matter?—The police would still be there, of course.

85910. But the police would not have to do with vagrancy?—No, I do not think they ought to.

85911. Then the offer would not come through the police in any way?—No.

85912. Whom would it come from?—Supposing that you had given a man an opportunity to work, or that every man could go and get that opportunity if he was a genuine man.

85913. He would go to an office, would he?—He would go to an office.

85914. He would go to an out-of-work office, would he?—Yes.

85915. And there it would be put to him, you can get work on this land?—Yes.

85916. Would he go simply and purely on his application, or who would settle whether he was the right person to go?—The distress committee, or whatever the authority was.

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85917. Then your distress committee would make inquiry?—Yes.

85918. Such inquiry as you make?—Yes.

85919. Would your inquiry include his family and all the conditions of that sort?—An efficient inquiry would be established, but not perhaps quite along the lines of the present inquiry.

85920. Why would you object to the present inquiry?—I think that it rather discourages the more self-respecting men from registering when they know that all these questions are to be asked.

85921. Are the questions not questions that are necessary in order to understand their position? What question is wrong?—There is no question absolutely wrong. I am speaking of the effect which it has. If I were out of work, for instance, I should not like to submit myself to the inquisitorial inspection that this involves.

85922. You are asking public aid in some form?—Yes.

85923. Therefore, is it not fair that the public authority should know the facts?—I think that we can get to know the facts if we take the ordinary labour bureau form.

85924. Do you think that would suffice?—If you are going to make any investigation that form seems to contain all that is necessary—that a man has a family, that he is married, and that he lives at so and so. If you are going to investigate after that, then it seems to me that you have got the basis there.

85925. Would you exclude all that has gone before, all his past life, for instance, as to whether he tried to save or belonged to a friendly society, or anything of that sort?—I think possibly it is hardly fair when a man is hungry to go and charge him with not having been saving in his time.

85926. But does it not cut the other way? You may find that the man who wants immediate relief has done a good deal for himself, and that would alter the case rather, would it not?—Yes; you might differentiate in the methods with which you deal with these cases.

85927. The net result would be, would it not, that granted, as I think you do take for granted, that there is a standing want of employment, that is to say, always a certain number standing out?—Yes, that is so.

85928. Then you would create something like a new Poor Law, what you might call an Unemployed Poor Law?—If you like. I see that it is sometimes treated from that point of view, but I think if there were an unemployed organisation for setting men to work, and you could get men to regard it as something of their due—

85929. I am leaving the question of its being due. Would it not really come to this, that you would have a settlement system connected with it, and that you could not deal with people out of a certain area, but would have to have investigation officers and so on?—Yes, and we have that machinery now.

85930. So that practically it would be, call it what you will, an employment relief system?—It would be a relief system.

85931. Do you wish the country to undertake the responsibility of providing work for everyone if they say they cannot get it?—I realise the difficulty of doing anything of the sort, but at least I do think that if the organisation of industry has produced a permanent unemployed problem it ought to give every man a right to work.

85932. But some problems are met by many methods, and you exclude some methods here, at any rate, do you not—emigration, for instance?—Yes.

85933. But you would promote, I understand, migration, as far as that could go?—Yes.

85934. Do you not run a greater risk of having on your hands permanently a very appreciable number of the population who would cost a good deal living on these farms?—That is so.

85935. Our Poor Law now costs, I suppose, £12,000,000 a year?—Yes.

85936. Would you be prepared to double or treble it?—I do not think that necessarily it would be so costly as that. The Poor Law system is the most wasteful system that there is, as you are keeping them doing nothing.

85937. Just let us consider this: These people would cost of labour, with their families, something like 25s. a week, colonies, would they not, until they could earn, at any rate, a good bit?—Yes, with their families.

85938. Would you put that against the Poor Law charge, even in a workhouse?—I think there would be assets, and that it ought to be put against them.

85939. We are always counting the assets; but it is difficult labour, and it is new work to most of the men, is it not?—Yes, it is.

85940. Then you know the able-bodied under the Poor Law are not, many of them, as able-bodied as they are called?—That is so.

85941. So that there would be a good many who would still cling to that kind of relief under whatever form it was given?—Yes, that is so.

85942. Do you think the evidence supports the view that a large number of those will settle on the land as small holders?—I think that it would be possible to develop again a class of people who would be willing to settle upon the land in community—in aggregations. I do not think that you will ever get them to settle in the way in which they are to-day—separated.

85943. Do you really think that the settlement systems of the past have been satisfactory, and that they have produced, so to speak, these lasting communities? I should have thought that criticism of the past was in the other direction?—I do not think that ever there has been tried in the past the scheme that I should like to see tried.

85944. We all think that sometimes, I fancy; but do you not think that if it is so, and the scheme has never been tried in the way you would wish it, the whole idea of the question should be experimental rather than final?—I should say before you make the final plunge that there should be an experimental stage.

85945. Then you would hold yourself in the position of withdrawing from the experiment if you found it went against you?—Yes, undoubtedly.

85946. Suppose we take for the moment that it does go against you, what would you do?—I have only been questioned upon the land.

85947. Yes, but I want to draw you into any quarter you like, that really might be in your mind something of a remedy?—Really this is only one of the schemes that I should like to see established.

85948. What would the other be?—I should regard the labour colony system more in the light of an agency to reclaim men and bring them back to an acknowledgment of their citizenship and manhood.

85949. I understand what you mean about that, but I am putting that aside for the moment. If this colony system fails, what would you do?—Of course there is nothing new about it at all, but I should like to see afforestation established. I know that it does not take up as much labour in its initial stages as some people think, but it would employ some labour, and it would add to the country's wealth.

85950. We will take that for granted. It would not employ as much labour as the other scheme, would it?—No.

85951. And the numbers on your own showing are large?—Yes.

85952. Therefore, if the one would not do, it is not likely that the other would meet the gap?—It would not deal with it.

85953. What else would there be?—There are all sorts of reclamations.

85954. You take this view absolutely then—that there is a margin of unemployed which the State will have permanently to keep?—I think it will.

85955. In the old days they called that pauperism because it was dependence, but you would not call it pauperism, would you?—No, I should not.

85956. But it would still be dependence?—If society were to deprive me of my living, but provided me with some other means, I should not regard that as pauperism at all; I should regard it as my due.

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Question of
inquiries
into
character and
history of
applicants for
work.

Labour
colonies.

Cost of labour
colonies.

Afforestation,
reclamation,
etc.

Right to
provision of
work and
maintenance
by the State

Right to
provision of
work and
maintenance
by the State.

85957. But still it would be dependence, would it not?—Yes, it would from the present-day point of view be dependence. You would be dependent upon the State for work.

85958. You would take the further step, therefore, that you would have a right and title to maintenance by the State in any case, and having a right and title to maintenance by the State you would not call it dependence?—No, I am sure I would not.

85959. (*Mr. Lansbury.*) Might I suggest that the individual's right to claim from the State either maintenance or work is based on the recognised principle that the State adopts when, for any improvement it displaces a man's business or takes his land, namely, it compensates him?—Quite so.

85960. In the case of a workman, a change in industry may leave him ruined, and the State defends private employers in bringing in new machinery, and therefore the State must either feed the man or find him work; is that what you say?—That is quite reasonable.

85961. (*Mr. Loch.*) Is it not a matter of fact that the conditions of private employment, where you may have a great many people discharged by the employer, differ from the conditions of compulsory purchase—the State wanting a piece of land and taking it compulsorily for the public service?—I do not quite grasp it.

85962. That is the antithesis, or the opposite, of what has just been put before you. Would you say that those two conditions are equal?—I should say that in principle the one ought to hold good—it does not, but it ought to. I hold upon higher ground than that, that if the law of my country says that a man shall live it ought to provide every man with the means to live.

85963. But on its own conditions? The law of the country says it is only on conditions it will provide you with relief, not unconditionally?—That is so. But if I attempt to commit suicide the law says I have got no right to do it, and then I say they have got a right to provide me with the means to live.

85964. Would you be prepared to obtain relief or maintenance from the State without the State asking you to fulfil any conditions?—I should have to perform my functions towards the State. I should have to earn my living, and I should have to give something in return. I do not want anything for nothing, and I do not think that is a principle that any development of the present law should interfere with.

Mr. J. WARREN OWEN, called; and Examined.

85980. (*Chairman.*) You are the founder and secretary of Owen's Bureau, Birmingham?—I am.

85981. You have prepared a Statement which we will treat as your evidence-in-chief if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

The Existence of Distress.

1. "The fact that so much grinding poverty, so much terrible and unostentatious suffering exists in a city like Birmingham" (*vide Birmingham Daily Mail*, January 31st, 1907), is a correct description of the true state of affairs here and now, as well as at any time during the winter months of the last twenty odd years—the period of my own close and constant personal contact with social conditions in this city.

2. I was an unemployed, young, married man when I first discovered the great social want through unemployment, twenty-eight years ago; and I then made a vow that if my life was spared, I would attempt to do something to meet the great want.

3. In fulfilment of that vow, I started the Pioneer Labour Bureau in Liverpool in 1878; in Birmingham in 1883; and in London in 1898. That Bureau is now closed to make way for the Corporation of Birmingham Labour Bureau.

4. All my knowledge (be it little or much) and all my experience, flows out of and is based upon actual, personal suffering, and contact with similar suffering in others, to the number of many thousands in all.

85965. You do not fear at all that it would come to that?—No.

85966. It would not come to any form of permanent dependence?—I think not, and I hope not.

85967. (*Mr. Lansbury.*) It is permanent employment, surely, that you are asking for?—That is what I want.

85968. Not dependence?—No. I want permanent employment.

85939. I am putting to you this—not that you are advocating permanent dependence, but that you are advocating employment for people who are out of work?—Exactly.

85970. (*Chairman.*) That employment may be unproductive to the person who gives it, may it not?—The employment that might be supplied?

85971. Yes?—I think we should try to make it productive.

85972. I mean to say it may be, and probably from the nature of things would be, unproductive?—It might be.

85973. And therefore it would be a strain on the resources of the community at large?—Undoubtedly; but I think that we are keeping a great lot of people now under the Poor Law system, and that could be dispensed with.

85974. You prefer this suggestion to the system in force now under the Poor Law?—Quite so.

85975. (*Sir Samuel Provis.*) This time last year trade was prosperous in Newcastle, was it not?—It was fairly prosperous.

85976. It was generally prosperous, so consequently you had not a great number of persons with whom to deal at the distress committee?—That is so.

85977. Was the amount that you were able to get sufficient to provide for them?—No it was not. There were many cases that we could not provide for at all, unfortunately.

85978. Because you could not get sufficient work to provide for the cases you wished to provide for?—I think we could have got plenty of work, but we could not get plenty of money.

85979. You could not get many local subscriptions and therefore you could not get money enough?—That is so.

Mr.
William
Wood.

19 Nov. 1907.

Right to
provision of
work and
maintenance
by the State.

Operation of
Unemployed
Workmen
Act in
Newcastle.

5. My special knowledge of the problem in Birmingham arises out of the management of the Helping Hand Institution, Floodgate Street, Birmingham (1883-1888); of the Central Labour Bureau, Bull Ring (1898); and of the Pro-Municipal Labour Bureau, Digbeth (1902-3).

The Extent, Number, and Class of Workers in Distress.

6. I have in my possession 1,930 written applications made to the Labour Aid Committee (of which I was Founder and Secretary) in 1902-3; also the register of the Bureau in Digbeth.

7. The following printed report of the work of that Committee, for the week ending January 17th, 1903, showing the classification of the first thousand applicants is, in my opinion, a reliable indication of the classes involved in distress through unemployment.

*Labour Aid Committee's Report for the week ending
January 17th, 1903.*

Soup and bread have been distributed to over-	600 daily.
Employment found for - - - - -	40
Monetary help (ranging from 6d. to 2s.) to about - - - - -	200
Meat, bread, vegetables, etc., for home use, over	800
Various articles of clothing - - - - -	30
On the books, seeking employment - - - - -	1,045
Number of children dependent on same - - - - -	1,551
Number of wives - - - - -	689

Statistics of
unemployment
in
Birmingham
in 1903.

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Mr.
J. Warren
Owen.

stress in
Birmingham.

experience of
distress.

Mr. J. Warren Owen.	Particulars of Unemployed.	
19 Nov. 1907. Statistics of unemploy- ment in Birmingham in 1903.	Army Reserve - - - - -	14
	Brassworkers - - - - -	72
	Bricklayers - - - - -	51
	Blacksmiths - - - - -	14
	Butchers - - - - -	3
	Bakers - - - - -	4
	Barmen - - - - -	5
	Boot Makers - - - - -	8
	Cycle Workers - - - - -	46
	Carpenters and Wood Workers - - - - -	45
	Carters, Horsekeepers, and Stablemen - - - - -	67
	Coalman - - - - -	1
	Clerks - - - - -	8
	Chairmakers - - - - -	3
	Engine Drivers, Stokers, and Fitters - - - - -	54
	Filers - - - - -	7
	Glass Blowers - - - - -	3
	Grocer's Assistant - - - - -	1
	Gas Workers - - - - -	2
	Gardeners - - - - -	7
	Iron Workers and Bedstead Makers - - - - -	98
	Labourers - - - - -	366
	Leather Trade - - - - -	5
	Marble Polishers - - - - -	2
	Plumbers - - - - -	11
	Paper Warehousemen - - - - -	2
	Printers - - - - -	5
	Polishers - - - - -	30
	Painters - - - - -	68
	Plasterers - - - - -	2
	Railway Workers - - - - -	2
	Silver and Gold Workers and Jeweller - - - - -	7
	Salesman - - - - -	1
	Sawyers - - - - -	8
	Naval Seamen - - - - -	2
	Tailors - - - - -	2
	Telegraph - - - - -	1
	Tin Workers - - - - -	4
	Tram Workers - - - - -	2
	Venetian Blind Worker - - - - -	1
	Warehousemen - - - - -	18
	Umbrella Maker - - - - -	1

8. More recent data of this character may be obtained from the Distress Committee's Labour Bureau, 144, Great Charles Street, Birmingham, where 1,650 applications had been registered up to the latter end of January.

As to the Methods and Urgency of Relief.

9. "Give us work, not charity," was and is the cry of the unemployed—both verbally and in written statement; and the work is wanted now, to-day, by nearly every case.

10. The Distress Committee at Birmingham does not yet appear to have realised this urgency.

To an *Evening Despatch* representative several of the men complained bitterly. One applicant said he had been presenting his ticket at the Bureau for the past three months, and had done no work during the time."—(*Evening Despatch*, December 29th.)

I, myself, after the closing of my "Pioneer" Labour Bureau, on October 11th, 1906—upon which I depended for livelihood—applied personally four or five times, made as many written applications, begging for much-needed work, but was kept waiting six weeks before the committee offered me a job at pick, spade, and barrow work—a job for which I was scarcely suited.

11. The Distress Committee was not only dilatory in fulfilling its duties, but was actually guilty of raising false hopes in the minds of the distressed unemployed.

12. At a time when they had 1,200 men needing work on their books and when 600 of these had been presenting the committee's card (vide *Gazette* and *Express*, December 29th), the committee inserted the following advertisement in the local papers, asking for more men—which were not wanted—instead of asking for employers of labour and various jobs for which there was an unsatisfied demand:—

"CITY OF BIRMINGHAM DISTRESS COMMITTEE.
"UNEMPLOYED WORKMEN ACT, 1905.

"Bona-fide Unemployed Persons desirous of obtaining Work under the above Committee are requested to register

themselves at the Committee's Offices, 144, Great Charles Street.

"W. S. BODY,
"Clerk to the Committee."
Insufficient of work provided in Birmingham Distress Committee

13. To verify the truth of this complaint, it is only necessary to state the fact that the chairman of the Distress Committee (Mr. Councillor Bowater) admitted: "It's like beating the drum for hungry men to come for food, and when they come up we have practically nothing to give them." (*Evening Despatch*, December 29th.)

14. Up to this time—the end of December—the Distress Committee had done little, although the need was great and pressing; and the funds at its disposal, including the £500 sent down by the Local Government Board, were kept "snugly locked up!" (*Gazette* and *Express*, December 29th.)

15. A previous press report (*Daily Post*, October 16th) stated:—"The Labour Bureau (in Birmingham) has been almost a complete failure. The names of 700 men were registered, most of them skilled artisans. Of these only fifty-seven were ascertained to bear bad or indifferent characters. . . . There must have been well over 500 worthy applicants, and of these only twenty-five directly benefited from the operations of the Committee."

N.B.—It is only fair to add that the committee, about a couple of months later, found work for over 100 men at two of the local parks.

Some Complaints and Objections.

16. Much sore feeling arises out of the inquisitorial examination to which applicants for employment—not charity—are subjected. Surely there can be no real need to demand the most precise particulars of a man's career from his tenth up to his forty-fifth year—as in my own case—no need to exact and pigeon-hole a "dossier" of every man's life because, forsooth, he happens to be temporarily out of work and hard up, and needs to be put in the way of earning 2s. or 3s. a day in return for any honest work!

17. There are some complaints, too, about the want of consideration shown when temporary work is to be had. It is felt that the conditions of this work should not be less tolerable than hard work under usual arrangements. For instance, it is thought not unreasonable to expect:—

(a) That a running gangway of boards should be provided to facilitate the wheeling of heavy loads of soil across the soft, yielding earth, in the laying out of a bowling-green site; and

(b) That the use of fire and boiling water should be possible during the bitterly cold weather of the wintry months.

18. The majority of the unemployed are unskilled, non-union workers. Trade unionists are already very properly represented on the committee; and it is felt that it would be no less an act of justice to give at least equal direct representation, to the greater and needier number of non-union men. Give them the right to elect one of themselves—one who has suffered with them, and understands their position and need. The granting of this right would give greater confidence, and inspire more respect.

What should be done. How best to Help.

19. The man wants work in the main, and failing the provision of immediate employment he needs "a helping hand" for himself, wife, and bairns.

20. Therefore register and advertise his need and capacity without delay.

21. This could be done by "Notice Boards" on public buildings, libraries, post offices, and on special private posting stations at every likely spot.

22. By circularising and canvassing employers.

23. By newspaper advertising and bill posting.

24. This advertising need not be done singly for every one, but rather by lumping the total number together of each and every branch or trade.

25. Let a large waiting room be provided, fitted with telephone, writing accommodation, free stationery and postages (subject, of course, to the superintendent's discretion) where vacancies could be called out every morning and selections made on the spot; where "situations vacant" columns, directories, and trade

Complaint as to discomfort of men temporary works.

Need of representation of non union men in distress committees.

Methods of finding work for unemployed by registration, advertisement, etc.,

journals could be freely consulted; to which letter-replies may be addressed and appointments with employers for personal interviews may be made and kept.

26. In the case of urgent and extreme want give reference to any suitable relief organisation, with a view to immediate aid (subject to verification of the main facts).

27. In the absence of a permanent job, let the man be put to any temporary work, with the least possible delay.

28. There can be no wrong in putting a needy man to work. Do not fail to "sub" daily, and pay the balance on the job at the end of each week.

29. Failing permanent or temporary work, let the case be consulted as to any possible or likely means of self-help, and let each be started somehow, anyhow, either in making or selling any useful article or commodity, or in performing any useful service of frequent demand. Better to put the case to any honest work or trading rather than let circumstances drive to beggary, borrowing, pauperism or crime.

Other Methods and Agencies for Promoting Self-Help.

31. Mr. Joseph Hood, International Exchange, Edmund Street, Birmingham, broached a likely scheme in the local papers, and proffered partly to finance the same. His plan was to fit up a sort of "Self-Help Factory" for the production at home, by the unemployed, of certain easily made goods now manufactured and imported from abroad. Unfortunately, the scheme met with scant response.

32. Mr. Joseph Fels (of London and Philadelphia) made offer of a Farm Colony to Birmingham, for the training and employment of workless men in agricultural pursuits. The writer is in possession of the original offer, but he fears it is now withdrawn in disgust. The men of Birmingham could only talk about it, and that was all.

Making Friends for aid of Unemployed.

33. Get the bishop, and the clergy and ministers of every denomination, to use their influence with their congregations and societies to employ and find employment for the workless; also the leaders of political parties to call on their influential supporters to assist the same purpose.

How to Utilise all Surplus Labour Force.

34. Let the nation be called upon to employ its surplus labour forces as a permanent auxiliary of the national and imperial army. Let the defending and fighting forces be relieved of all heavy manual work, both in times of peace and war; and be wholly devoted to practice and perfection in all the arts of war. But let unemployed workmen be drafted and organised into "Labour Brigades" to perform all "pioneer" sapper-and-miner spadework, in the construction of entrenchments, fortifications, military roads and earthworks, ready beforehand as far as advisable, to assist in national and imperial defence.

Plea for a Better Equipped and Effective National System of Labour Bureaux.

35. Finally, my main object in approaching the Royal Commission is to plead for an extension and vastly improved working of a truly worthy and creditable national system of Labour Bureaux. Herein lies the main chance of dealing thoroughly and effectively with the pressing problem of the unemployed.

36. "In Germany, where the systematic organisation of Labour Registries has been carried to the highest pitch of perfection" (*vide* Mr. D. F. Schloss's Report to the Board of Trade), "we find arrangements which enable every workman, as soon as he falls out of work, to ascertain the situations open for men of his trade in the whole of an extensive section of the country, and, in case he is unable to obtain immediate employment in this manner, to put himself in communication with a labour registry in the nearest important town, through whose agency he may hope before long to hear of employment available for him, either in that town or some other place. For the operations of each of the public registries are not confined to the city in which the registry is established, but, by means of a carefully-planned organisation of clearing houses—central registries, by which a great number of different local registries are linked up—cover a very large district, and in some cases extend to a still wider area, not alone within the German Empire, but even beyond its

confines." It has been my ambition for a quarter of a century now to see my country well equipped with an effective scheme like that.* I am sure Birmingham need not let herself be beaten by Berlin in an easily performed duty and task like that. Neither need Great Britain play second fiddle to Germany in the matter of ensuring concerted action for the permanent relief of distress.

85982. (*Chairman.*) Is Owen's Bureau still in existence?—Yes.

85983. Does it transact any considerable amount of business?—Not a considerable amount; the scope of the bureau is limited by financial reasons; there is little or no capital to do the work of the bureau.

85984. Has the labour bureau or the employment exchange of the distress committee at all competed with your bureau?—Certainly; it has made a great difference.

85985. Is the class of persons whom you register the same as those registered by the bureau of the distress committee?—I think the unskilled workers give me the preference now, and single men who are not accepted at the corporation labour bureau.

85986. What sort of numbers have you on your books at any one time?—I have been helping sixty men during the last month.

85987. Are you able to find them employment in the neighbourhood?—Yes, to a limited extent.

85988. You have taken a great interest in labour bureaux, and you believe they are capable of great extension?—Undoubtedly so.

85989. You have studied the German system, and you would be prepared to work very much on those lines?—I think so.

85990. If the system is to be effective it must be widespread amongst a large number of bureaux in communication?—Exactly so.

85991. The class of persons who would, I assume especially benefit by these bureaux would be unskilled labourers, because at present they are not so well organised as skilled labourers?—That is so.

85992. What is your experience of that unskilled labour? Is it as a rule not very capable of taking care of itself as regards getting employment?—Men, both skilled and unskilled, have great difficulty in getting work now. The fact of the matter is there are more men than jobs in every line. There is always surplus labour for every job.

85993. Have you been many years in Birmingham?—Since 1879. I started my bureau in Birmingham in 1883.

85994. In your Statement you say that you personally applied four or five times to the distress committee bureau?—Yes.

85995. What did you apply for?—After the opening of the corporation labour bureau I found that the competition was so keen and had such an effect upon my own bureau that I was compelled to close it for a time. My livelihood had, of course, depended upon my bureau, and failing that I was in need of work myself. Not being able to get work at the time I applied to the corporation labour bureau for any kind of employment they might give me.

85996. I suppose you are handier with your pen than you are with a pick and spade?—That is so.

85997. And they offered you a pick and spade?—That is so.

85998. What did you do? Did you take it?—I did. I went to Ward End Park, where the temporary work was carried on, and I took up the tools and did my level best; but that was quite six weeks or two months after my application; and just about this time, when the chance was given me, my own work began to come to me again. Certainly I should have continued the temporary work had not my business resumed.

85999. How many days' work a week did you get?—I only worked two days. I think the rule was to give about three days a week per man.

* A scheme embracing every likely suggestion herein contained and fulfilling every hope hereby expressed.

Mr.
J. Warren
Owen.
19 Nov. 1907.

Owen's
Bureau,
Birmingham.

Importance
of extended
labour
exchange
system.

Permanent
surplus of
labour.

Work given
by distress
committee in
Birmingham.

Mr.
J. Warren
Owen.
19 Nov. 1907.

Necessity of
extension of
labour
exchange
system.

86000. What was the class of person you were working with?—Were they mostly unskilled labourers?—I cannot give the proportion of them, but many of them were evidently skilled working men, respectable working men, the larger proportion would be of the labouring classes.

86001. You say in your Statement that your main object in coming here is to advocate an extension of the bureau system; with that I assume you would associate the giving of tickets or passes to respectable people who are in search of employment, and going from one place to another?—I am not so much concerned about men who travel about as men who are located in a town, the permanent residents in a town, who have great difficulty in getting work and a livelihood, my concern is about those men.

86002. Do you believe that at present the means of bringing together employer and employed are defective?—Totally inadequate. Men are put to great strain in the search for work. The daily tramp from shop to shop, and office to office is unreasonable, and there is little help given them.

86003. There are a great many small masters in Birmingham?—It is noted for small masters.

86004. Do you think that is one of the causes of the difficulty, that the masters when they want employees have a difficulty in making it known to the employees, and the employees are unable to get to know of these small masters who want labour?—It follows that men have a greater number of calls to make in the search for work because of the multiplicity of these small employers.

86005. You are pretty certain that if an effective bureau were set up in Birmingham, to which both employers and employed daily had recourse, it would tend to diminish the number of the unemployed?—It would be a great help, I have no doubt.

Proper
authority to
work labour
exchanges.

86006. (*Sir Samuel Provis.*) How would you organise your labour bureau; would you have it under a local authority or not?—Certainly.

86007. Under what local authority?—The distress committee; I think they are the proper authority.

86008. Distress committees do not exist all over the country. Would you contemplate labour exchanges all over the country?—By all means; wherever the need exists the remedy ought to be provided.

86009. Then the distress committee would not quite do as the local authority having the management of the bureau, would it, because they do not exist all over the country?—Just so.

86010. How would you meet that?—I would have distress committees everywhere wherever the need appeared.

86011. You would want the labour bureau so arranged that the whole country should be covered by them?—Exactly so.

86012. You do not want to set up a distress committee in every place, do you, because there is no need for it?—It is not a matter of who shall work the bureaux, it is a question of having the bureaux set up.

86013. You must have some sort of organisation to manage them?—Exactly.

86014. Perhaps you have not directed your attention to this point. Have you at all thought out what that organisation should be?—My chief concern has been concerning my own city.

86015. The position is not the same in a large town like Birmingham and in a country place where there would not be such a great need for a labour bureau.—There is a great difference undoubtedly.

86016. Have you thought how you would connect them, whether you would have some kind of central bureau where there should be an interchange of information?—We have an example of a businesslike method in Germany, as you know. I think that that system ought to be adopted in our own country, and carried out in the same effective manner. It seems to be carried on very successfully there, and if in Germany why not in England?

86017. Do you contemplate it being done by the local authorities or done by the Government?—By the Government. My hope is that we shall have a national system of labour bureaux. That is what I have been advocating all my life.

86018. You mean a system organised by the Government, not left to the local authority, but managed by the State; is that your plan?—The municipality would administer it, but it is for the State to establish it by law and provide the means.

86019. No doubt the State must make the law, but as to the working of it would you have it worked by the Government or by the local authorities?—By the local authorities, because they would be conversant with the conditions and with the needs.

86020. (*Mrs. Bosanquet.*) Do I understand that you charged a fee in your bureau? Was that how you made your living?—We did; we charged an entrance fee of 6d. to each applicant. Operation of Owen's Bureau, Birmingham.

86021. That was a booking fee; did you charge when they found a situation?—We charged 1s.

86022. To both employers and the men?—No, to the men only. The supply of labour is so great that the employers have really no need to pay. They have nothing to do but send the application, and there are a hundred men at once for one job.

86023. The bureau was self-supporting in your case?—Not originally. At one time it was subsidised by a number of gentlemen in Birmingham, for instance the late Alderman Lloyd and Mr. John Homer Chance. Those gentlemen took an interest in my scheme and helped me financially. At that time we carried on the work on philanthropic lines, and provided meals for the people, and stripped their rags from them and made them tidy, so that they had a better chance of getting work; but latterly we did away with the philanthropic part of the work, and ran the bureau upon business lines.

86024. Did it succeed as well on business lines as when you were doing it on philanthropic lines?—Scarcely. We were limited in the amount of work that we could do.

86025. You mean you found fewer situations when you were working it on business lines?—We had less capital and less financial ability after the subsidy I have referred to was taken from us.

86026. How would that affect you in finding work for your applicants? Used you to advertise for them, and did that cost money?—Exactly so. There are expenses, of course, in communicating with employers and inviting applications for the labour that we had to dispose of.

86027. Did you find that most of those that came to you were able to find the 6d.?—Not the majority of them, but we enabled them to find the 6d. by the provision of temporary work. We had a firewood mill; we employed a great number of men at making firewood, and at various kinds of temporary work, by which they could earn a little and get the money to pay this fee.

86028. You would hardly think that these bureaux could be carried on all over the country on a self-supporting basis with a regular system of charges?—Scarcely so.

86029. Not even if you could get the employers to pay?—I believe they are self-supporting in Germany, indeed they are carried on at a profit. I think they might be possibly here if you ran them on business lines. If you introduce the philanthropic element that, of course, would make a difference.

86030. (*Mr. Phelps.*) I do not quite understand your account in Clause 7; there appears to be an immense deal given away in the way of meat, bread, vegetables, and so forth. What was the principle upon which you made those distributions?—Simply the needs of the men who applied to us.

86031. That is to say people came and entered their name as wanting employment?—We were unable to give them work and promote self-help, therefore we were bound to give them food.

86032. You thought they wanted help and you gave them it?—Exactly.

86033. Do you think that attracted a good many to your bureau?—Undoubtedly, because there were a great number unable to help themselves.

86034. What proportion came to be assisted, but not with the *bona fide* wish for work?—I have had nearly a quarter of a century's experience, and they have pulled the very life out of me begging for work. They have not troubled me for charity; their object was to get work of any kind, and at any price. That is my experience. I am always angry when people question the willingness of the working man to do work; it is not my experience anyhow, and I have had the handling of some thousands of these men.

86035. You have actually set them to work, and they have stuck to it?—They have done justice to the work I have given them undoubtedly.

86036. At the same time you did give away a great deal in the way of assistance at the bureau?—Yes.

86037. Did you have a committee to work the bureau with you?—Yes.

86038. Did you have any working men on it?—Yes, the majority were working men.

86039. Any employers?—Several.

86040. Did you find that they worked well together—Scarcely. The employers did not agree with the working men members of the committee, and withdrew themselves very shortly.

86041. They withdrew?—They did.

86042. Did the employers who worked on your committee find you much employment?—No, they helped financially.

86043. But they did not find any places for the people who applied?—No.

86044. Supposing that your scheme was spread over the country, do you think it would be wise to have joint committees of employers and working men?—Undoubtedly, whoever could assist the cause let them have the opportunity.

86045. You think it would be better than having them managed by a Government official?—"What is everybody's business is nobody's business," is a saying amongst us, and I think those who undertake this work should be compelled to do it. It should not be a matter which might be taken up or laid down at the will and pleasure of the parties. There should be compulsion. It is a matter of life or death to tens of thousands of our population.

86046. It should not be optional, but compulsory?—That is what I mean.

86047. Did your bureau assist in migrating people from one part of the country to another?—No, but the corporation labour bureau is doing a little in that direction but very little.

86048. Did you find any people anxious to go out into the country?—A good many.

86049. Did you find any work for them in the country?—Occasionally, but not much.

86050. Do you know whether it is the case that there is a demand for labour in the country round Birmingham?—A very small demand, and a very casual demand. Of course, there are many country men who do this kind of work, and they do not need townsmen who are inexperienced in country work.

86051. You do not find in the country districts of Warwickshire that the demand for labour is greater than the supply?—No, it is not greater.

86052. In harvest times do you find that is the case?—There is more demand for casual labour at harvest time.

86053. Did you send any people out to take part in the harvest work?—Very few.

86054. Did you assist any people to emigrate from this country?—No.

86055. Do you think emigration is a remedy for unemployment at all?—I think so. Evidently there is not room enough for the whole of the population in our own country, so it would be well to send them to the Colonies, no doubt.

86056. Looking at the class of people who come to your bureau, do you think it would make a good class for a colony?—Many of them, especially those who were born in the country, and have had to do with the agricultural work in some way.

86057. If they went out into a colony they would be more at home than an actual Birmingham man?—They would do well if they had the chance. Chance is what the people want, but they cannot get it. The corporation labour bureau has done a little emigration.

86058. You do not know what sort of amount they have done?—A very small amount.

86059. Had you had funds would you have preferred to do some emigration work?—Certainly.

86060. Do you think you would find many of your applicants willing to go abroad?—Yes, they will come to me again and again expressing their desire to have a chance in another place, and stating that the only reason that they are not going is a financial one, they were quite unable to pay their way. I did send a few men out to South Africa. The agent-general for Cape Colony was good enough to send a demand for a number of carpenters. There were nine men selected, and quite 200 carpenters mostly young men, applied for the vacancies, and were willing to go out to South Africa. Those who were not selected were greatly disappointed.

86061. Do you think that as a whole the 200 were good tradesmen?—Undoubtedly.

86062. Supposing the Corporation of Birmingham took a farm and used it as a labour colony, do you think that would be a good step?—It would be an excellent scheme. I got Mr. Fels to promise to provide them with a farm on his usual terms, and they talked about it—they held meetings and talked about it, but it came to nothing. The corporation does not seem to realise the necessity to do something of this kind.

86063. What do you think would be the advantage of the farm. How would you deal with it if you had one placed at your disposal in that way?—The men who were willing and able to do that kind of work I would send there, and if they really did not understand the work of agriculture, I would have them instructed in every shape and form. There would be an advantage in the men being put in the way of self-help and getting an honest livelihood; not only so, it would be good for them physically.

86064. You think it would be good educationally for them?—Exactly so, and work in the country would be very beneficial.

86065. Do you think many people of that class you have in Birmingham would be glad to go away into the country?—I have no doubt.

86066. Do you think if they had the chance they could be developed into peasant proprietors?—Yes, undoubtedly.

86067. You think they are the backbone of the country?—They are genuine working-men, who are able and willing to work and cannot get the chance.

86068. Have you seen in your experience people who have done that?—No.

86069. You think there is really a great field for experiment in that way?—No doubt. I have a great hope in that direction.

86070. (*Professor Smart.*) You speak about the closing of Owen's Labour Bureau; why was that closed?—For Labour financial considerations. As I have already stated the Bureau opening of the corporation labour bureau took away the fees which were the source of income, and it made a great difference, so that we were compelled to close for a time. That bureau has been re-opened, and is now being carried on again.

86071. You mention that there was a large amount of distribution of food, etc.; where did the funds come from for all that?—Some of the leading men of Birmingham gave us the money; besides that the unemployed men paraded the streets of Birmingham and made collections. I think nearly £100 was contributed to the funds in that way in the course of one winter.

86072. And you had the administration of that fund in your hands?—Myself and my committee.

Mr.
J. Warren
Owen.
19 Nov. 1907.

Emigration.

Advantages
of farm
colony.

Mr. J. Warren Owen. 86073. That was the labour bureau committee was it?—Yes.

19 Nov. 1907. 86074. I see in Paragraph 15 that 700 men registered at the labour bureau in Birmingham, most of them skilled artisans. Are you quite sure of that?—I give you that on the authority of the *Birmingham Daily Post*, which is the principal newspaper in Birmingham.

Skilled men registering at Birmingham Labour Bureau. 86075. It is a very unusual statement?—It is according to my own personal experience.

Criticisms of Birmingham Distress Committee. 86076. Why was that £500 locked up?—The committee did not appear to know what to do with it: they did not appear to understand the urgency of the case, or what was the best thing to be done. That is one of the difficulties of this problem; there is a scarcity of ways of employing men. I have a scheme which I should like to mention afterwards: we want diversity of occupation for employment, it is that which leads to unemployment. There is a great scarcity now. I have a scheme now which I wrote over twenty years ago, which I think suggests the way in which the men can be put into work and put into the way of self-help, which is a desirable thing.

86077. That £500 is still kept locked up is it?—No. I make a footnote; "It is only fair to add that the committee about a couple of months later found work for over 100 men at two of the local parks."

Question of inquiries into character and history of applicants for work. 86078. With regard to the inquisitorial examination, do you not think it is necessary?—I do not. If a man is out of work he is put into an awkward position, and if he cannot get work he must live somehow; he must either beg, borrow or steal unless you put him in the way of self-help by honest means, and when that man comes along and says: "I can do something, give me the chance to do it," it seems to me that is a commendable thing, and every facility should be afforded to the man. There should be no hindrance of any kind, but I find that working men object very strongly to the examination to which they are subjected.

86079. Is not probably the reason of that that they have something to hide? Why should they object? If a man has a thoroughly good character and a good record and testimonials, why should he not get the benefit of it?—If a man has committed himself, has broken the law, I do not think that is any reason why he should be prevented from doing honest work. If he says, "I want to do right," every facility should be afforded him to do right, and certainly it is right for a man to do honest work.

86080. But an employer may very naturally wish to know whether the man had a good record or not. If you cannot give that record the man is not likely to find employment?—Of course, I am in favour of the usual enquiry as to character and so on. What I object to, and what working men object to generally, is questions concerning family matters, the wife and the children, and how much do they get, and do you take lodgers—all that kind of thing. It appears to me, and it appears to these working men, that those are very impertinent questions and ought not to be put when a man is simply asking for work.

86081. These were necessary to be put when the principle was that the more necessitous were to get work

first, and that was the principle of the distress committees?—Yes. My answer to that would be that facilities should be afforded so that every man, without exception as to character or ability, should have the chance to give the best that is in him in return for that by which he might live.

86082. In Paragraph 31 you say that the self-help factory met with scant response. Was that not the scheme that broke down after it had gone a certain length? Was it not tried?—It was not tried because the gentlemen of Birmingham did not respond to Mr. Hood's appeal. It was not tried at all. It was simply suggested. It was an excellent plan, but not carried out. Mr. Hood is a large merchant in Birmingham. May I put before you my Witness scheme dealing with the unemployed. It is the result of over twenty years' work in connection with the unemployed? I should deem it a privilege if you would allow me to do so. My unfaltering, persistent enterprise should be to make it impossible for any honest, willing workless man or woman to say with truth: "I was hungry in my own city and could not get work or money with which to buy bread." I would offer a helping hand to every needy, workless man or woman anxious and willing to exercise self-help. I would act promptly, unhampered by officialism or red-tape, in setting up a model labour exchange, trade school, tool and stock depôt, and workmen's temperance canteen for the express purpose of making self-help easier and more desirable than dependence, pauperism, or crime. This model labour exchange should be adequate and worthy of its good purpose—in no sense inferior to the German bureaux or the Bourse-du-Travail of Paris—a well appointed house of call offering cordial welcome to men of every trade and affording practical, business-like facilities for securing work and living without the least delay. Registration, advertising, canvassing of employers, telephone, trade journals, letter bureau, canteen and other benefits should be at the disposal of every comer on nominal terms. There should be a labour scout in every factory and works, and a labour correspondent to report from every friendly society, trade union and workmen's club. Temporary works, home industries, and private enterprises should be started and backed up in every way. I would teach trades, open up old and new ways of livelihood, including agencies of every kind, provide tools, plant, raw materials, and trading stock (under proper assurances) at first hand, giving help and advice to promote self-help and self-reliance, to each and every likely case. I would move heaven and earth to aid this long-felt want, securing the patronage of King, Governments, bishops, clergy, ministers, and peoples of every Church, enlisting the practical interest, help, counsel and influence of everyone able to give, get, or suggest any job—no matter how great or small. I would not rest content so long as it was possible for any British subject to be driven and cornered for want of a helping hand. I thank you for permitting me to read those suggestions.

86083. (Chairman.) At whose expense would you do all this?—If it were undertaken by the State, and the State made it its business, then let the State bear the cost; let the municipalities bear the cost. It would certainly be preferable to attempting to do it on the same lines as myself, by the aid of gentlemen who could help or let it alone as they pleased. It ought to be done to save the people.

Mr. JOSEPH NICHOLAS BELL, called; and Examined.

Mr. Joseph Nicholas Bell. 19 Nov. 1907. * 86084. (Chairman.) You are an official of the National Amalgamated Union of Labour?—I am.

86085. You have prepared a Statement, which we will take as your Evidence-in-chief if you will kindly hand it in?—Certainly. (The Witness handed in the following Statement):—

MEMORANDUM ON UNEMPLOYMENT AMONG UNSKILLED AND SEMI-SKILLED WORKMEN.

Unemployment among unskilled and semi-skilled workmen. 1. It is impossible to give the number of those employed at any particular time, or even to state the average number of unemployed men belonging to the class of unskilled or semi-skilled workmen. The union with which I am connected—the National Amalgamated Union of Labour—in common with all other unions that I am acquainted with, providing for the above class of men, does not

include out-of-work pay among its benefits; consequently there is no system of registration of unemployed members. I may remark that the main reason why this benefit is not provided is that such men are not usually well enough paid to be able to afford the high rate of contributions necessary for such a purpose. The National Amalgamated Union of Labour.

2. It may be of interest, however, to state that the membership of the union has been found to vary considerably according as trade has been good or bad, and work plentiful, or the reverse. Thus, the membership of the union was 21,451 at the beginning of 1903, while at the end of 1904 it stood at only 17,173. There was a slight improvement in 1905, and during 1906 the membership has recovered rapidly, and at the end of the year it reached the figure of 20,514. The close connection

between the state of trade and employment and membership is further proved by the fact that in certain districts largely composed of men employed at casual, or semi-casual labour, such as those employed in ship-repairing, for instance, the membership varies at times, seriously from quarter to quarter, going up when there is plenty of work, and going down again when work is scarce. For instance, in North and South Shields District, where a large number of men are engaged in this kind of work, the membership stood at 3,228 in the quarter ending March 31st, 1905, and at 2,951 in the quarter ending June 30th of the same year; the variation in membership being known to be entirely due to the variation in the amount of work available. Fluctuations in membership are, however, not due simply to unemployment, caused through the casual nature of certain kinds of work. The membership of the union embraces nearly twenty different industries, spread over a very wide area, and the employment is by no means all casual.

3. I have laid some little stress on the above, as in the absence of a register of unemployed members, variations in membership caused through lack of employment, and consequent inability to pay contributions to the union, afford the best measure of the extent of unemployment that the experience of the union can supply. It should be noted that the above figures, probably, do not represent the full extent of unemployment among the men referred to. In a number of branches of the union there are benevolent funds which pay a member's contributions for a considerable number of weeks, when he is out of work, so that the full effect is not felt at once.

4. The question of whether unemployment is chronic or periodic may be answered as follows:—Shipyards, cement works, brick works, timber yards, building work: slack in winter; gas works: slack in summer; dock work: some men on weekly boats, regularly employed, a fair number irregularly employed, but getting fair pay on the average. A considerable section, irregularly employed, and getting little work at any time. These last may be stated to suffer from chronic want of work. Colliery surface workers; in bad times, the men in common with the miners are liable to be laid off two or three days per week for long periods. Unemployment is thus periodic, and, when bad trade continues, may be described as chronic. Engineering and boiler shops, glass works, chemical works, flour mills, coke ovens, steel works, more regular than above. Corporation workers pretty regular. Of course, all the above are affected by bad trade, except, perhaps, corporation workers.

5. Fluctuations in trade, and the influence of seasons, account for a good part of the unemployment, but there are two other causes that could be mentioned. The first is excessive overtime. Where a breakdown in machinery, or other unforeseen emergency occurs, complaint cannot be made, but much of the overtime worked is unnecessary, and could be avoided by a better arrangement of work. Another cause may be described as disorganisation of the labour market. In a period of good trade it is no infrequent thing for employers to want men, and have a difficulty in getting them at the very time when suitable men want employment and cannot find it. Quite recently there was a scarcity of shipyard helpers in the neighbourhood of Greenock and Port Glasgow. Assuming that there was not to be found in all the Clyde district a sufficiency of competent men, if only they could have been found—a somewhat large assumption—there was certainly at that very time a sufficient supply of men on the Tyne. This, however, is not of great importance, as, in such cases, it is usually only a matter of a few days till men are found.

6. In addition to the miseries of hunger and insufficient clothing, and deprivation of ordinary comforts of life, the breaking up of homes, and the physical deterioration that follows a loss of employment, unemployment has a tendency to make men reckless and improvident. The man who again and again, through no fault of his own, finds himself without work, is liable to acquire a distaste for settled employment. It is a significant fact that men whose work is of a casual nature are, as a rule, more ready to go on strike than those whose work is steady.

7. In considering the question of remedies, the first thing that suggests itself is a better distribution and arrangement of the quantity of work already available. Obviously, if twenty men are working each an extra quarter

day in the shape of overtime, while five other men are walking about without employment, there is room for such a rearrangement of work as will enable these five men to be employed. In other words, a reduction of overtime is desirable. There is also room for a reduction in the normal working day. This would absorb a certain number of unemployed men, both skilled and unskilled. The general arguments in favour of this step are too familiar to need repetition here.

8. Labour exchanges for the purpose of bringing employer and employed together might possibly be useful. (I have referred in another part of this memorandum to the difficulties that exist in this direction.) A considerable number of trade unions, of course, provide the necessary machinery themselves in connection with their out-of-work benefit. Where trade unions care to undertake this work in their own interests, so much the better, but it would be unfair to expect trade unions, generally, to take on the burden and expense of administration which this involves, for as the whole community benefits directly or indirectly, it is surely reasonable that the whole community should pay. Opposition to this step may, however, be anticipated should exchanges be so worked as in any way to compete with, or injure trade unions, and in that case it would be better that they should never be established. There is, however, no reason why they should be so worked.

9. Municipalities might help by having more of their work done in winter than is done at present.

10. The above suggestions only touch the distribution of employment and opportunities of finding it. It may be taken as pretty certain that if everything were done in the directions suggested that is possible, there would still remain, in periods of bad trade, numbers of men unemployed. The only suggestion I can make in this direction is that the Government and municipalities or other public bodies should supply things which the ration needs, but which private enterprise has not supplied. In this connection, the provision and extension of harbours, the reclamation of waste lands and afforestation have all been publicly advocated, and I think might, with advantage, be tried. I particularly favour afforestation as in addition to supplying a national need, which private enterprise has not supplied—inside our own country—it is easy to extend or contract the amount of work, as the number of unemployed increases or decreases.

11. I wish, in conclusion, to mention something that ought not to be done. Hitherto there has been a marked tendency to put the applicant for work through a long catechism, designed, apparently, to ascertain whether he is genuinely in search of employment. A self-respecting workman really wanting employment resents being treated in this way, and is likely to starve rather than, as he thinks, be insulted. There should be only two tests:—(1) Is the applicant willing to work? (2) At what kind of employment, available at the time of application, can he work best? If the applicant will not take work when it is offered to him, the excellence of his character and of his replies to a string of questions, will not redeem him from the charge of having made a bogus application. In the report of some Commission (I think on Vagrancy) which was issued some time ago, I noticed that the opinion was expressed that once we could get the loafer out of the way, it would be possible to deal with the genuine workman. I venture to express the contrary opinion, that the first thing to be done is to provide for the genuine workman, and it will then be a comparatively easy task to deal with the loafer. If, however, we set out on the assumption that every applicant for work is a loafer till he proves the contrary, we shall accomplish only two things. First, we shall disgust the genuine workman, and, second, we shall waste the public money.

86086. (Chairman.) What persons are qualified to belong to the National Amalgamated Union of Labour?—Broadly, all men who are not eligible to join a skilled trade organisation; that is to say, unskilled workmen, and semi-skilled workmen who are not eligible to join a skilled trade organisation.

86087. Is it what its names implies, a national union, or are its operations confined to Newcastle and the neighbourhood?—It is a national union; we have branches on the north-east coast, in Belfast, on the Clyde, and the Thames, and the Medway, and the south of Yorkshire, and on the Mersey.

Mr.
Joseph
Nicholas
Bell.

19 Nov. 1907.

Labour
exchanges.

Winter work
by muni-
cipalities.

Necessity of
national
works.

Objections to
inquisitorial
examinations
of applicants
for work.

Mr. Joseph Nicholas Bell.
19 Nov. 1907.

86088. There is no limit imposed on the wage that the persons must be earning?—No limit whatever.

86089. So you are practically dealing with semi-skilled and unskilled labour, and I suppose you go rather low down in the grade of unskilled labour?—We do.

National Amalgamated Union of Labour.

86090. The numbers of your union are rather a barometer of the condition of trade?—Yes, that is the best barometer I can get as to the extent of unemployment.

86091. Taking their names off, they lose something, do they not?—Yes, they lose certain benefits. If a man has paid no contribution to the union for thirteen weeks, then at the expiration of the thirteen weeks he is struck off the books, and he loses accident, funeral, strike, lock-out and protection benefits, or victimisation benefit, as it is sometimes called.

86092. What is protection benefit?—That is just a name we give in our rules for victimisation benefit. That is to say, if a man were taking an active part in the union, and lost his job in consequence, we would allow him a certain sum per week until he got employment. It is not an important benefit, I may say; the others are more important.

86093. How long has a man to belong to the union before he participates in the benefits?—Twenty-six weeks, and he must have paid twenty-six weeks' contributions.

86094. Your union now has about 20,500 members?—20,514 at the end of last year. The present membership, at the end of September, was 24,251.

86095. So that is an indication that it has been a good year?—Yes, a fairly good year.

86096. As a matter of experience, are these unskilled men attached to certain trades, or are they connected generally with trade?—In the main the men stick to the employment that they are best acquainted with; that is to say, a ship yard helper will in the main stick to a ship yard.

86097. I do not quite mean that; do certain trades supply the great mass of this unskilled labour, or are they drawn from trade and industry generally?—They are drawn from trade and industry generally. We cover, probably, somewhere about twenty industries. Of course it depends on how you define the word "industry," as to how far you split it up into sections.

Proportion of skilled to unskilled workmen in various trades.

86098. A preceding witness's estimate as to skilled and unskilled labour in the Elswick and similar yards was that there were four unskilled to one skilled. Would you take about the same estimate?—You might take that in a ship yard. I would rather be inclined to put it down in a ship yard and factories generally, that where unskilled workmen are employed there is one skilled workman to three unskilled, but I have no exact statistics on the point. I think the estimate of four unskilled to one skilled is rather high.

Difficulties of unskilled workmen thrown out of employment.

86099. Assuming that there is a contraction of trade, and assuming that that throws out of employment a certain number of skilled workmen, they as a rule would have the union to fall back upon?—Yes.

86100. The unskilled workmen would be thrown out in larger numbers, and they, as a rule, are not so well organised?—No, they are not so well organised.

86101. I suppose it is this want of organisation that contributes considerably to unemployment in that class?—I do not know whether that would really affect the unemployment; it would affect materially the help they could get if they were out of employment. The skilled workmen's organisations provide out-of-work benefits, which, of course, relieve the pressure of want, whereas the unskilled have not been able to do that up to now.

86102. They would have greater difficulty, would they not, than the skilled in finding where they could get work, or in getting to that work?—Yes, as compared with the skilled workers' organisation, which has an out-of-work fund, they would have greater difficulty, because the system of registration of unemployed, and where work is to be had, is much better in a skilled workmen's organisation with an out-of-work benefit, than it is in an unskilled workmen's organisation where such benefits are not provided.

Overtime in Newcastle.

86103. Going on in your Statement, you give certain reasons for unemployment—fluctuations in trade, and the influence of seasons; you associate with that two other causes; the first is excessive overtime. Is much overtime

worked now in Newcastle?—Yes, there is a great deal of overtime worked there. Again, if I am asked for exact figures I cannot give them. It is impossible to give them; the employers' books would give them, I suppose, but I cannot get at them, but I can say that in the midst of a good deal of unemployment existing just at this present juncture on the Tyne side, that I dropped across a case only a fortnight ago of a man who was working overtime every night, and that is quite a common thing. I will not say it is a common thing for a man to work overtime every night, but overtime is very common.

86104. What are the ordinary hours?—Fifty-four hours per week.

86105. What is this overtime due to, is it to fulfil contracts?—Yes, I think it is to fulfil contracts, as nearly as I can make out, only what I cannot understand is this: I am going to give you an illustration from the experience of skilled workmen: a relative of mine, a fitter (or a machine man I ought to call him as well as a fitter) was called upon to work overtime (this is a case which happened about two years ago) to work all night, the next day and the following night. He remonstrated with his foreman about this, and said: "There are plenty of men going about unemployed, surely I need not be called upon to 'do this,'" but the foreman said: "You will either do it, or get out of here."

Reasons for overtime.

86106. The employer saves nothing by overtime?—I do not see what he does save. I really do not know what he can save.

86107. Assuming that he could get as competent a workman to do the extra time as the man who is doing the overtime. When trade is normal, or perhaps rather on the side of slackness, is there then much overtime?—The overtime continues; that is the mysterious thing. It continues even in ordinary bad trade, and alongside of, in some cases, short time being worked.

86108. It would look like want of organisation?—That is what it looks like. I can give you a case in support of that idea of its being want of organisation. It is going back a great many years, but I still think this would very much apply. I worked some sixteen years ago in a goods station belonging to the North Eastern Railway Company. They employed about 700 or 800 men, and most of us had to work overtime every night. During the three and a half years that I worked at this place there were not ten nights (certainly not ten) during which I was not called on to work overtime, and I had no choice, I must work it or go. I am told that in that same place to-day, which is larger since I worked at it, and employs more and requires more hands, a man who wants to work overtime to make up for a bit of sickness, or anything of that kind, cannot get it, which seems to show that it was never necessary.

86109. Is overtime generally paid for at a higher rate?—Yes, it is usually paid for at a higher rate; time-and-a-quarter rates are quite common.

86110. Overtime you allege as one of the causes of unemployment, and the other which you mention in the same paragraph is want of organisation?—Yes.

86111. Are there many dockers who work at the wharves and docks on the Tyne in your union?—Yes, we have the greater part of these men. The numbers will vary on the Tyne from 1,500 to 2,000, according to the amount of traffic on the river.

Dockers on the Tyne.

86112. There is a certain amount of casual labour, but I understand not so much as there is in a good many other ports?—I do not think there is quite so much casual labour in the docks on the Tyne as there is in other ports, but there is a considerable amount of it. There are a fair number of what you may call weekly or fortnightly boats, and there, while the employers have not a precise number of men that they put on every time, there are some men who are more or less regularly attached to the work, and they may add to the number or they may decrease the number according to the amount of cargo to be handled.

Casual labour in docks on the Tyne.

86113. I understand you that the majority of men at work at the docks are more or less in regular employ?—I would not say the majority of them. I think if we said one-half that we would be somewhere near it.

86114. When times are bad at Newcastle, or in the neighbourhood, is there any disposition on the part of the unskilled labour to flock to the docks to get work there?—Some little disposition, not a very great deal; it used to be greater than it is. We used to have skilled workmen even coming along to work at the docks; now, since we became organised as unskilled workmen, we rather object to that. We say that those men have got better pay than we have, and they ought not to come in bad times to take away the little that is left for us, and our protests have in the main, I think, been effective.

86115. Then really an influx from outsiders is not a serious element in the dock question?—I do not think it can be called a serious element amongst the dockers on the Tyne.

86116. Now we come to the question of labour exchanges. I gather you are in favour of them, or believe that labour exchanges could be developed?—I was more in favour of them when I wrote my memorandum than I am now.

86117. How long back did you write it?—I forget on what date.

86118. What has happened since to change your views?—There is nothing happened that I can refer to of my own knowledge, that is to say I have not seen myself the things happening of which I am going to speak, but I have heard very frequently that they are being used to recruit men at any wage that the employers will offer, and even to supply men to take the place of those who are on strike for better conditions, or are on strike in defence of the conditions they have. I hear that complaint so often that I cannot but think there is something in it. It required a good deal of hardihood on my part to go so far as I did in the memorandum, because my friends all said I was wrong.

86119. We will put that particular difficulty on one side for a moment. I suppose it would be universally admitted that if you could get a system of employment exchanges established all over Great Britain in connection one with another and fairly worked, that is to say worked in the special interest neither of the employer nor the employed, it would be a benefit?—Yes, I think that it would be a benefit assuming that there were adequate guarantees that it would be worked fairly. The difficulty is to get the guarantee.

86120. If they have done it in other countries, I do not see why we should not do it here?—No.

86121. In Germany I understand they have had a system that works on the whole well, where the committee is composed half of employers and half of employees?—I saw last year very nearly the commencement of a labour exchange in Boston in the United States; I do not know how it has worked out since, but it was working fairly there at that time, and on this point of supplying men during disputes, they did not interfere, but what they did do was, if they knew of a dispute, to stamp on the ticket they gave to every man as his passport to an employer, this statement: "There is said to be a strike at this establishment." They did not say: "You must not go," or that you shall go, they simply informed the men that a strike existed.

86122. Surely something of this sort is wanted to give the necessary knowledge, and the necessary mobility to unskilled labour?—Yes, it does seem as though something of the sort were wanted.

86123. It seems to me in Newcastle you are in rather an exceptional position. I think your district is more self-contained than a good many other parts of England; the people do not migrate out of it for employment?—There is a great deal of migration, but what there is to be said about it is, that if you take Newcastle, the Tyne, the Wear, and the Tees, they are not such a very great distance apart, and the means of communication are easy. There is a good deal more migration I should say within that area than there is between that area and outside districts. There is a great variety of industry, so that the unskilled workman who is willing to pass from one employment to another has a greater variety within a comparatively small area than may exist in some other districts.

86124. The employments are rather similar are they not, so that if one becomes disturbed it is rather apt to

act and re-act on the whole district, is it not?—There are three great staple industries, the shipbuilding, the engineering and mining, but there are a very great number of other industries besides those which in the aggregate employ an enormous number of men, for instance, chemical works (there are not so many chemical works as there used to be) some cement works, flour mills, timber yards, and of course there is the dock work, the river work, and a great many others.

86125. You do not attach so much importance to Labour labour bureaux as persons from other districts do, and I suppose you would not attach much importance to a suggestion which is made, which is that persons in search of work might be passed on from one labour bureau to another, and have passes which would give them accommodation and food?—I think that would be useful if it were worked on fair lines, but if these things were to be brought into competition with the voluntary organisations of workmen which are already doing good work, and tended in the slightest degree to injure those organisations, I think they had better not be proceeded with.

86126. In Paragraph 10 you make a suggestion that Public Governments and municipalities, or other public bodies, should supply things which the nation needs, but which private enterprise has not provided. I suppose your idea would be rather that they should think out and advise certain schemes of public utility?—Yes.

86127. Which would not compete with the normal occupations of the neighbourhood?—Yes. I have laid some little stress upon afforestation. I do not pretend to have gone minutely into it, but when I was a lad I had something to do with a small plantation, and all that I have ever heard, and all that I saw, leads me to the belief that this can be made to pay, and the work and preparation for planting can be very largely done at the time of the year when work is slackest, in the winter time. I think too that a good deal of the planting would be done at that time. There is the thinning of these plantations, which would be required after a certain time. That could be undertaken more or less as the state of the market would require, having regard to the number of unemployed. It seems to me to be the kind of thing that would stop to some extent this fluctuation in the number of the unemployed.

86128. In your last Paragraph you state you object to the investigation to which, by the Unemployed Act, applicants are subject; and you propose a test of work. How would you find the work to which you would put the applicant? What is your idea on that point?—I have mentioned some of the things which might be undertaken; as has already been stated schemes would have to be thought out more or less in advance, and when a man came along give him his opportunity of working at some of this work, the kind he seemed most fitted to work at.

86129. An applicant may say he is willing to work, but he cannot work at the only kind of work which is available?—So far as unskilled workmen are concerned (I am not quite so sure about the skilled workmen) I think you would find them to be in most cases fairly adaptable persons. The man has very often worked at quite a number of employments. I had a man, an official in my own society who prior to that time had been an ordinary workman, he had to deal with some eight industries in the area that he looked after; and it used to be his boast to me that there was not one of them that he had not actually worked at.

86130. You think you could apply the test to the great mass of the unskilled workmen?—I think so.

86131. Assuming he failed in his test, and did not work, would you pass him on to the Poor Law or send him on to a stiffer colony?—I think there would have to be some manner of compulsion applied to him.

86132. And he would be less well treated than a man who was willing to work?—Yes; to this extent, that he would have to have the task set in front of him and be told he had to do it, and that unless he worked well he could not be fed. That is the kind of thing I should do with him. Any work which he did do genuinely I should see that he was paid for. I should try to let him understand that if he was prepared to be honest he would be treated as honest. In regard to this matter

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of the fitness of men to do work, let us suppose that we have to deal with a navvy. He has done navvying work (some of it is called foundation work) about buildings, he knows how to dig with a pick and a spade, and if we had a drainage scheme, either run separately or in connection with some afforestation scheme (draining is necessary sometimes before you can plant) I venture to say that that man would have very little difficulty in learning how to do draining work, if he had not already done it, because in the main he handles nearly the same tools.

86133. The navvy is rather exceptional for agricultural work, is he not?—I am hardly thinking of agricultural work, I am thinking of draining. Of course, I am only using that by way of illustration.

86134. I am assuming now that most of the people you have to deal with of the unskilled labour type at Newcastle are persons who are accustomed to work out-of-doors and do pretty heavy work?—Yes, they do pretty heavy work as a rule.

86135. Therefore they ought to be able to comply with any reasonable test of out-door work?—Yes, I should say so.

86136. (Mr. Lansbury.) Is there very much casual labour amongst your members?—Yes, there is a great deal of casual labour.

86137. Is that to do with the shipping business only, or other industries?—It has got to do with a variety of them. Let me mention some. We do a good deal of firebrick making on the Tyne. That is pretty regular during the summer and there is some done during the winter, but it falls off a great deal during the winter. Then we come to the dock work. I have already indicated there is a good deal of casual work there. Then we come to the ship-yards; if you have a vessel on the stocks which is going to take from six to twelve months, or from three to twelve months to build we might assume that the work is fairly regular, but then the weather interrupts the progress of the work. There may be a little disorganisation of the ship-yard, the material may not come to hand to time, or they may not be able to get it pushed forward at the right time because one set of workmen depends on another, thus the plater with whom the helper works may not be working regularly, and the consequence is that the ship-yard helper, working, at the present time at the nominal wage of 29s. a week, probably does not get more than 21s. or 22s. a week even when his overtime is included in it; so that that shews he has a good deal of broken time. Then when we come to ship repairing it is still more casual, because the jobs of ship repairing are comparatively short. There is a great deal of work constantly coming in and finished work going out, but it is of a very casual nature.

86138. So that besides the other things you have spoken of as remedial measures you would be in favour of some better organisation of industry throughout your district to obviate, as far as practicable, casual labour, would you not?—Yes, so far as it is possible to organise industry better it should be done; but it is a little difficult to see how it can be managed always. Take, for instance, the docks. A vessel comes in and comes alongside the quay. I suppose there are dues to pay while it is there. There is a big capital locked up in that vessel, and the shipowner wants her away, for more than one reason, as quickly as possible, so he prefers to pay piece rates, and to put as many men on as can be got into the vessel conveniently, to get her away as quickly as possible. That, of course, makes the work more or less casual. There is a great rush of work for a day or two, and then a week or ten days during which there is nothing done. I suppose the shipowners will fight very hard to retain that system.

86139. That system is very bad for the morale of the men employed, is it not?—It is thoroughly bad, it makes them reckless when they have nothing to do and nowhere to go to. They have had two or three good days, and have got some money in their pocket, and it is a very natural thing to go and get a drink.

86140. So, in the interests of the well-being of all of us, it is good that an attempt should be made to decasualise labour, is it not?—Yes, it is certainly desirable that it should be regularised as far as possible.

86141. Do your members get out-of-work pay?—No. Difficulties

86142. Can you tell us the reason for that?—The way of paying un-employment benefit in National Amalgamated Union of Labour. reason that has always stopped us is that they do not earn money enough to pay for the benefits. I have had for some considerable time a demand from some of the men for a scheme, and I have gone into the subject with a view of seeing how far it would be possible to help them in that direction. I think that presently we shall try something of the sort; but I do not anticipate that one-fourth of them will be able to take advantage of it.

86143. (Chairman.) Would you amplify your answer about the difficulties? I suppose the difficulties are that it would have to be a general contribution from all members of the union, and the uncertainty of their employment makes that difficult?—Yes; partly the uncertainty and partly the fact that even when having regular employment their rates of pay are low. If you get a man who is earning £1, or up to 22s. a week on the average, and he is already providing a small contribution for his ordinary trade union benefits, such as we supply, and is trying to do a little towards a friendly society for sick pay, and then there is a contribution asked of him at least once a fortnight on the average, there is a ticket on sale for some draw or smoking concert, or something of the sort, on account of some fellow who is hard up, owing to some cause or other; when he has contributed to all these things he has not sufficient left to do justice to himself and his family.

86144. Taking the insurance in itself, I suppose it is a difficult matter to calculate, is it not?—Very difficult.

86145. There would be much greater fluctuations in the demand on the union for it than there would be for the other benefits?—I should say there would be. That has been one of my difficulties.

86146. That would be the case, you think? Yes, that is one of my great difficulties; I have tried to calculate it and cannot. I have tried to get the statistics from the skilled trades organisations, but I am afraid they are not a good guide; the best I can get is from the Board of Trade Returns in the Labour Gazette; but I am not quite sure of the basis upon which they calculate it, there are so many things which enter into it; but they seem to work out as requiring at least 3d. per week for every 5s. a week benefit, and that is allowing nothing for working expenses.

86147. Would the seasonal trades naturally get unemployed benefit pay during the time they are not employed?—I am afraid we should have to provide that; we could not very well avoid that.

86148. It is a very, very difficult matter to at all accurately forecast?—Very difficult indeed. I am certain there is only one way in which we can surmount this difficulty, and that is to tell the men frankly we are going to try this, if a sufficient number give in their names to join such a thing, for twelve months or a couple of years, a certain period, and we would promise them provisionally certain benefits, but tell them frankly we may not be able to afford that. Our experiments for a year or two years will enable us to form some judgment of what is wanted. It would not be long enough to test the effect of good and bad trade, still it would be something to go upon. That is the best way I can see of working it out.

86149. Taking the seasonal trades, would the persons employed in them be higher paid during the time they were employed?—Yes, on the whole they are higher paid. Question of insurance against unemployment by men in seasonal trades.

86150. Could you make that at all a contributing cause for their own benefit?—That they should pay more than the others during the time they were employed?

86151. That they should pay as a matter of course something during the time they were employed?—We would have to work it that every man in employment, whether in a seasonal trade or otherwise, would have to contribute while he was at work, and when he was out of work we would have to pay him benefits after he had been out a week or a fortnight, or something like that. It would not do to pay the benefit, I am afraid, for the first week.

86152. Do trade unions ever act as bankers for the men at all, taking their savings as deposits?—I have never known an instance. I believe that some unions do advance

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men money for travelling from place to place, but beyond that I do not know of anything. I believe that some unions also lend their money out to members upon houses when they want to buy them.

86153. It has been suggested to us that, in the seasonal trades, if they are higher paid they ought to be encouraged to put something by out of their own pockets for bad times; I did not know whether it was possible to utilise the union in that direction, it would only benefit the individual who put by; that is not part of the union's operations at present?—No; I have thought over that very thing in connection with the dock workers, but I have never been able to put it into operation up to now.

86154. (*Mr. Lansbury.*) Your members would be anxious to make provision for themselves, if it were possible to do so, or the bulk of your members?—Yes, those of them who see their way to do it, who think they can manage to afford a little contribution, are really very anxious; but I cannot at the present time say accurately how far that demand extends.

86155. At present you have not been able to formulate a definite scheme?—Not up to now.

86156. Your men are not only unskilled labourers in the ordinary sense, but they are, as you say, semi-skilled men too?—Yes.

86157. So that your people would be rather the best of the unskilled labour in the district, or some of them at any rate?—Yes; there is a considerable number whom you might class as the better paid and higher type of unskilled workers.

86158. I suppose it is from those, is it not, that this demand has come?—Yes.

86159. It would be much more difficult for the ordinary casual labourer at the docks or in the shipyard to make provision even than these men, would it not?—Yes, it would be more difficult for them to do so, and more difficult for us to work out.

86160. As to the sort of subscription they would have to pay?—Yes.

86161. What do you reckon is the least you ought to aim at in the shape of out-of-work pay; the least amount it is worth a man's while to pay in for?—We pay a man 8s. a week when he is on strike from our union, and we get from the Federation of Trade Unions another 2s. 6d.; I think when he is out of work he should be used quite as well as when he is on strike, and he should have about 10s. a week.

86162. So that in contemplating what he should pay in, the sum you aim at his getting is something about 10s. a week?—Yes.

86163. Is that what you would be aiming at in this scheme, if you are able to formulate it?—One might run it as low as say 8s. a week, but not less.

86164. Not less than 8s.?—I am afraid to come below that, because it is very little inducement to a man to join a scheme.

86165. Have you heard anything about the Employers' Liability Acts; have you made any enquiries or had any experience that through the operation of the Employers' Liability Acts men are being thrown out of employment because of being too old, and because the insurance companies will not insure?—I hear a good many vague statements; but just a little prior to the passing of the last Act when the same complaint was made (while the Act of 1897 was in operation), I made careful enquiries prior to drawing up my annual report one year, I forget which year it was, but I made careful enquiries from our officials, whom we have all over the country and who negotiate compensation claims, so far as it is possible to do so, and I could get no evidence whatever in support of that idea. Some of them said there might be cases, but they could not say of their own knowledge that it was so.

86166. So that you have not any information on the point at all?—No.

86167. And you come in contact with a large number of men who are at work?—Yes. So far as my information goes it tends to discredit the idea that men are turned off on that account.

86168. You have made special enquiries into the matter?—Yes; I made on one occasion special enquiries,

not since this latest Act came into operation, but while the Act of 1897 was in operation. I made those enquiries in consequence of the statements which were so often made, that men were being thrown out of work owing to that cause.

86169. With regard to the suggestions for work which you make in Paragraph 10, of course that would all cost a very great deal of money, would it not?—Yes, I suppose there would be something more spent than you would actually get in labour, at any rate in the beginning. I mean the labour returns would probably not at the commencement of this thing quite meet the outlay.

86170. Unemployment, under-employment and casual labour all tend to demoralise men, and to deteriorate their characters, do they not?—They do. As I have said in my memorandum the men casually employed become reckless, and I think as a matter of experience that an unskilled worker will strike twice for every once that a man regularly employed wants to strike.

86171. You would defend the outlay on this by the community from the point of view that you were going to preserve the character and morale of a large number of people who were going down-hill?—Yes; and I would also say that if the conditions under which the trade and industry of the country has to be carried on require unemployed, as they seem to do, then that trade or industry must pay for the privilege of having the unemployed.

86172. It is much better for the community to keep men in a decent condition rather than to allow them to sink down into the class that you describe at the end of your statement—the vagrant class?—Decidedly so; I think it would pay better in the end.

86173. (*Professor Smart.*) In Paragraph 3 you say in a certain number of the branches of the union there is a benevolent fund?—Yes.

86174. Are these voluntary benevolent funds?—Yes, in a sense. It is like this: I should say in three-fourths of our branches the contribution is 4d. per week. The union demands as its minimum from every member 3½d. per week, for which it pays certain benefits; but in three-fourths of our branches there is another ½d. paid, making 4d. When a man joins one of these branches he pays 4d. as a matter of course; to that extent it may be said that it is compulsory that he pays this ½d.

86175. He has a right then to something like an unemployed fund?—It hardly runs to that; what happens is that his contributions to the union are paid for him, his 3½d. per week is paid for him, when he falls out of employment. Then he is still entitled, when he goes back to work, to his accident benefit, to the funeral benefit, to the help of the union in getting compensation, and to any benefit that the union ordinarily gives; and if the state of its benevolent funds allows it, the committee may, at its discretion, give him a grant of a few shillings. I may say we have general rules for the whole union which control the expenditure of that 3½d. per week, but the management of this other ½d. is vested entirely in each separate branch; they please themselves as to how they manage it, but generally it is worked in the way I have described it.

86176. You speak to rather an unfortunate event in Newcastle, of the labour exchange being used in the case of a labour dispute. I thought the trade unionists of Newcastle had entire confidence in the superintendent?—I am rather glad that question has been asked me, because it is only fair to say as to the bureau in Newcastle, and I think they had one running in South Shields (I am not sure whether it is running now, but it was temporarily running at any rate in South Shields) that in those two places the bureaux were fairly worked.

86177. You do not refer to Newcastle in that statement?—No, I do not refer to Newcastle. As I say, I have heard a great many general statements made about them, and I cannot believe there is any truth in them; but of my own knowledge I cannot say they have been unfairly managed.

86178. You do not think these things are inevitably connected with a labour exchange?—No, I do not think they are inevitable. Much depends on the kind of people who work them.

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86179. (*Mr. Chandler.*) You suggest in Paragraph 7 that there is room for reduction in the normal working day. Do you recollect whether the hours have been altered at all at Newcastle-on-Tyne, in the shipyards, in your time?—No, they have not really been altered.

86180. They stand at fifty-four hours a week as they did twenty years ago?—They get away at twelve o'clock now instead of one o'clock on Saturday, but there is ten minutes knocked off their dinner hour every day to make up for that.

86181. In the Government dockyards, where similar work is performed, are the hours less than on the Tyneside, I believe they are?—I have no experience of the Government dockyards.

86182. Do you know of any union that caters for the unskilled trades that pays unemployed benefits?—No, I do not know of one. I do not think there is one. There may be, but if so it is a very small organisation that I have not come in contact with.

86183. It has been stated in evidence before this Commission that there is a union or unions which pay unemployed benefits in the unskilled trades; I did not know whether you knew of one?—I do not know of one, and I know most of them. There are the two dockers' unions, the Liverpool Dockers' Union, (Sexton's), and the other dockers' union, the Gasworkers', and our own. Those are the four largest unskilled unions in the country, and they none of them pay any unemployed benefit. There may be some small organisation; I wish I knew where it was, because I should like to see its officials, but I do not know of it.

86184. (*Mr. Loch.*) With regard to this overtime work which you refer to which is so continuous, from the employers' point of view are they not often in difficulty to meet a contract which necessitates it?—I should say that in good times when things are very busy they would be in a difficulty.

86185. Do you still object to overtime on those terms?—I do not know that I should object to a certain amount of it, but I think some restriction wants to be put upon the amount.

86186. Therefore you do not consider it a question of principle unless it is chronic?—No, I would allow overtime under certain conditions, for instance, where there is a breakdown in machinery which delays something, and it is necessary to make up for that loss of time, then there is no reasonable man who could object to it.

86187. Also contracts have to be fulfilled by a certain date, it may be that they take longer than was originally thought?—Yes, they may take longer than was originally thought; but I think that they usually calculate it very well, and, in any case, I think it is better that they should allow a margin in making their contract.

86188. They pay more for their overtime, so how does it pay them to continue overtime?—That is one of those mysterious things that I cannot explain.

86189. Is it because the accommodation in the shop is insufficient that they cannot put on more men?—No, I hardly think so; there may be cases, but I hardly think so.

86190. Would you say it is a habit in the trade?—Yes. It takes place even in bad times.

86191. Yet you do not think there are other reasons, such as the want of workshop accommodation, and things of that sort, which lead to it?—There may be exceptional instances. It seems to me when an employer has to pay more for overtime worked it would pay him just as well to have his shop made bigger.

86192. It may not be so easy actually, it would require an outlay of capital which might not be necessary for the permanent extension of the business?—There may be difficulties in the way.

86193. (*Miss Hill.*) Why should they want any more accommodation, because the men they now employ must work in the same place. You might have another shift of men going on for night work?—There are places where the night shift is being worked, and overtime by the day men as well, any number of them.

86194. (*Mr. Loch.*) Have you had to do with the administration of relief funds at Newcastle at all?—No, I have had nothing to do with that.

86195. You said something just now about the men Vagrants, sinking down to the standard of vagrants. Do you find actually the men you have to deal with in your union pass into the vagrant class?—I have come across some instances of it.

86196. Would that hold true at all generally?—I could not say of my own knowledge that they necessarily become vagrants and wander about the country and will not work, or very rarely will; but what I do say is this: that it does tend to make men careless when the work is casual; it does tend to make them careless as to whether they do work regularly or not.

86197. I was only interested in this point. I think the general evidence goes to show that the vagrant is rather a man who wants to live in a certain particular way in his own fashion, and does not represent the industrious man who falls out of work?—I know very little about the vagrants. To tell you the truth the difficulty I have is in knowing where he comes from; he has been produced somehow.

86198. I am asking the question solely in relation to what we might call the degradation of labour which might follow what you condemn, the very casual system of work?—There is some tendency in that direction, but the extent of it I cannot speak to.

86199. Where there has been a change, and a fluctuation in trade, how have the people been absorbed in Newcastle; they do not appear on the Poor Law rolls, nor do they appear upon your fund, because you have no fund for the out-of-work. How do they manage to live?—I cannot tell you how they live. I am afraid that too often they do not live, they die.

86200. What is your evidence for that?—Let me try to illustrate this; about three days ago two men came to see me to see if I could get them a job. They work at the docks, or rather on the quay, as we call it in Newcastle, and one of them told me where he worked precisely, what work he used to follow on the quay. He apparently knew me pretty well; he was, I suppose, a member of our union. I never asked to see his card, which perhaps I ought to have done. He put it to me that he did want work very badly; he said that he had been selling the furniture until he got tired of it, and he had not very much more to sell. He said, I have three in my family, and for me I can go on; I have not had anything to eat to-day, but as for my children, I do not know what we are going to do. Perhaps that throws some little light on how it is done. The father and mother go short of food, and the children go short too, and they borrow a shilling off somebody who has some few shillings; it is always called borrowing, but you do not get it back again except when you are hard up yourself and go and borrow back.

86201. Let us go into this a little further; do you think the whole of the Poor Law system of the country, which is for the assistance of all people being destitute, would be available for that man. Do you think it is not available for him really?—Not in practice. I turned it over in my own mind, speaking to that very man the other day, whether I should advise him to go to the guardians, and I decided I had better not. I do not think he would have taken my advice.

86202. From your point of view what was your objection?—The objection is that owing to the way that the Poor Law is regarded it means a loss of self-respect.

86203. Is that not always so, whatever your system may be, to a certain extent; everybody has a sort of feeling, or it is wide-spread, that it is not well to be dependent; in matters of poor relief could you get rid of that objection in any way?—That may enter in to some extent, but there is this in it, if a man feels that he is giving an equivalent for what he is getting, then it does not arise.

86204. I was trying to think of it from the point of view of the ready relief association, so to speak, which we have for helping these cases, that is to say the Poor Law. Can you suggest if these cases should be so assisted what alteration should be made in the administration?—I do not quite follow your precise meaning. Do you mean in the way of providing work?

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shipyards.

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and unem-
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Proper limits
of overtime.

Overtime.

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Poor Law
relief.

Question of
Poor Law
providing
work.

86205. If the Poor Law should provide work, I want your idea what would in a measure meet this difficulty, if it be so.—If the Poor Law was to undertake to provide work, let us assume the work has been found, that it has a system of finding work at which there is a chance of a man who could do a normal day's work giving return for what he is paid, I should try to arrange things so that it was not over-run by officials. I should try to say to these men, there is the work, we expect a fair return from you, and to the smartest among you we will give a shade more for such superintendence as is wanted. I should try to develop amongst these people the co-operative spirit.

86206. That is so say 'promote habits of work?—Yes, I should try to so arrange that they should feel the better they did the better they would be off.

86207. You would set aside for these purposes all the relief system of the Poor Law; you would concentrate your attention on a work or employment system?—Yes, as much as possible. Of course, aged people would have to be provided for and little children.

86208. I was thinking of your own applicants.—Yes, the able-bodied men.

Question of
supervision of
unemployed
provided
with work.

86209. Do you think it is possible to deal with a large number of these men without very strict supervision and ganging, because very likely otherwise after a short time they would become indolent, and the standard of effort on the part of the men might fall?—I think it is quite possible to manage without any more supervision than a private employer requires, assuming it is the class of people that I have been referring to, the ordinary casual workman, or regularly employed workman, who falls out of employment—the normal workman who falls out of work.

Difficulties
assistance
from
organised
activity in
Newcastle.

86210. To take the case you mentioned again, is there no charitable centre at all to which you could have referred that man? I take the case to be that of a man who has done the best for himself, and so on. Is there in Newcastle no committee which would take that case up and look into it and help?—I do not know of any.

86211. Is it not rather extraordinary (I do not know the town myself very well now, but I used to) with all the churches and chapels, and places in Newcastle, and the societies, that there should not be a reference for a man in that plight?—I daresay there are plenty of them, but to be candid with you, we do not think very much of them.

86212. If that be so, still they are there, and they expend a certain amount of money. Is it not possible to bring them to some kind of head and make them a centre of assistance?—It might be possible.

86213. If it were possible would you be ready to take your part in making such an organisation operate well?—Yes, if they could be got to look at the thing from some other point of view than mere philanthropy, if I may use the term, (I do not want to belittle philanthropy). If instead of spending the money in relieving the people simply because they are poor and want a little money to tide them over, they would try to develop some plan by which the men might feel that they were giving an equivalent for what they got, so that their self-respect would not suffer, then I think we would very readily assist them, and it does seem to me always a great pity that such an enormous amount of money, as I suppose there must be spent in the whole of the country every year in the way that you have described, should be spent in that way, when I think it might be better applied.

86214. Take that particular case again, if the man had relief say for a few days, a week or ten days, it would have enabled him to turn round: I think that is what he wanted, judging from what you said—for the moment at any rate?—Yes, that would help him.

86215. Would you quite despair of there being in Newcastle something like a voluntary committee to undertake work of this sort, more or less recognised as intervening before the Poor Law came in?—I would not quite despair, but I should not be over-hopeful of a purely voluntary committee. I think the purely voluntary committee from all I have been able to see and hear of it, would not want very much people like myself on it.

86216. You mean it is a class committee, is that it?—Yes. I think it would regard the kind of people who know most about the position of those men as mischievous agitators.

86217. Then divisions would prevent the committee working as it should, which otherwise might meet the difficulty?—Yes, there would be a tendency of that kind.

86218. Do you know whether there has been any attempt made to bring people together in Newcastle over a question like this?—I do not know of any attempt apart from the formation of the distress committee under the Unemployed Act which was passed recently.

86219. Has the distress committee so acted that you think a voluntary committee on those lines recognised might serve?—I do not know sufficient about the work of the distress committee to be able to tell. The distress committee had the names of myself and some more submitted to the authority, but I think they did not seem to want us: they thought it better to leave such people as myself alone as far as possible.

Mr.
Joseph
Nicholas
Bell.

19 Nov. 1907.

ONE HUNDRED AND THIRTY-FIFTH DAY.

Tuesday, 26th November, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. LORD GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc., (*Chairman*).
The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Sir BENJAMIN C. BROWNE, D.C.L., J.P., called; and Examined.

*Sir Benjamin
C. Browne.*
26 Nov. 1907.

86220. (*Chairman*.) You are chairman of R. and W. Hawthorn, Leslie and Company, Limited, Engineers and Shipbuilders?—I am.

86221. You have been good enough to prepare a Statement which we will treat as your evidence-in-chief, if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

Experience
of witness.

1. I have been engaged in engineering manufacturing work for over fifty years. For seventeen years I was senior partner in R. & W. Hawthorn's Engineering Works, which firm then amalgamated with the shipyard and became R. & W. Hawthorn, Leslie & Co., and I have been chairman of this company ever since—twenty years. We employ about 4,000 men. I have been a Justice of the Peace since 1877. As an *ex officio* guardian I attended the boards both in Newcastle and in Gloucestershire as regularly as I could. Since that I served for three years as an elected guardian. I have always taken a great interest in Labour questions and all matters connected with pauperism. For two years I was Mayor of Newcastle—1885-6, and 1887.

Distress in
Newcastle
in 1878-9,
in 1884-5, and
in 1885-6.

2. There was great distress in this city and neighbourhood in the winter of 1878-9, owing to extreme slackness after very busy times, and I served on the committee for relieving the distress. In 1884-5 the same thing happened and there was very wide-spread distress. The shipyards, engine works, building trade and coal trade (especially in Northumberland) being all extremely slack at once. I was vice-chairman of the Distress Committee, which I think did good work.* I send herewith a pamphlet of the work which we did, and I also send a report of a speech of my own, delivered at the Poor Law Conference in Gilsland, for the four northern counties. The state of things was about the same in the winter of 1885-6. We then had another Distress Committee, and, with the experience gained, I think we brought things out to about as satisfactory a state of working as is practicable, mainly, I think, on account of the very large use we made of the working-class organisations in investigating the cases of distress.

Compara-
tively small
extent of un-
employment
in recent
years.

3. We have recently, in common with other towns, had complaints on behalf of the unemployed, but the number of them is most obviously very small indeed compared to the numbers who were out of work in the three periods to which I have referred. For one thing, the coal trade has been busy all the time, the engine works being fairly busy and the shipyards nothing like as slack as they were in those days. But the distress is of a wholly different character, and it is to that subject I specially wish to call your attention.

* By this fund upwards of 3,000 families were relieved, and over £9,000 was raised, besides gifts of coals, food and clothing. In the winter 1885-6, about £5,300 was raised, the relief being on about the same scale. It was more difficult to raise money the second winter, but we had more experience to guide us.

4. In the three periods referred to, ending in 1886, we had large numbers of men out of work who had been earning money a comparatively short time before, and who were obviously able and willing to go to work again the moment they got the chance, and practically these men were all absorbed as soon as trade improved. It appears to me that the unemployed now are different, and it means that though there always were a certain number of men who were unemployed and a certain number who, from misfortune, were permanently thrown out of work, there are now a very much larger class who fail to get employment even when trade is good, and whose condition seems to be of a far more hopeless character. They seem to be men for whom, in our present high-pressure industrial system, there is no place; sometimes they are able-bodied, sometimes they are comparatively young, but they do not seem to be quite suitable for any work on which one can lay one's finger even in good times. No doubt, occasionally, either by their own effort or by the efforts of somebody else, some of them are restored to proper industrial conditions. Although the numbers are not, in our case, very large it seems to me that the existence of the class is undeniable, new and serious. As far as I can see, I can account for the increase in three ways, but there may be many other causes which I have not observed.

Firstly.—The higher the rate of wages paid, of course the more exacting the employer is as to what he gets in return, and though we talk very freely of unskilled labour there is really very little labour in these days which is absolutely unskilled. For example: a mason's labourer, a labourer in chemical works or in a shipyard all require a certain amount of expertness and knowledge, though of course nothing in the least approaching to what is required in a mechanic or even in what we call a semi-skilled man. I think it must now be accepted as a fact that whenever we raise the wages of the lowest class there will be a certain number of men left outside whose labour will become unsaleable.

Secondly.—I observe with very great regret that old soldiers, reservists and militiamen who are liable to be called upon for service are much more apt to find great difficulty in getting work. It may be that they were not worth very much before they enlisted, and it may be that whatever little knowledge or skill they possessed has been weakened or lost by the time spent on service, but I fear there is no disguising the fact that their liability to serve will, in some cases, especially with small and struggling employers, militate against their employment. I observed this very much in the year or two after the South African War. It is no use to say that employers ought to be more patriotic in employing these men: there are many cases where for a man to leave his work arbitrarily and suddenly involves an enormous loss to his employer, especially a small one, and it must be observed that small

employers employ far more men in the aggregate, especially more unskilled labour, than large employers. As a rule they are poor men who cannot face heavy burdens, and I think they feel that there is no reason why the whole burden should be thrown upon one employer instead of being spread more fairly over a whole community. I believe that unless something can be done to give soldiers a preference (and it need be something very small to outweigh the disadvantages), they will just be at a sufficient disadvantage to make the absolute civilian have an advantage.

The third cause is the Workmen's Compensation Act. I hope this does not on the whole tell very widely, but there is no doubt it tells in certain cases. The insurance companies very generally object to an employer taking on a one-eyed man. There is no doubt most employers are very unwilling to start an elderly man because the risk of accident is in his case very much greater. We want more experience on this point, but I fear it is a very real one.

ADDENDUM.

5. As regards the Workmen's Compensation it is notoriously only too true that it has made it much more difficult for men above middle age to obtain employment, although it is only fair to say that the aversion to employ such men was very much on the increase before the Act really came into force. Most of the insurance companies with which I am acquainted take a hard and fast line that they will not insure men who, either from age or accident, are below the normal standard of efficiency, and this especially applies to one-eyed men.

I do not think that private firms, who run their own risks, are nearly so hard in these matters as insurance companies, and in cases like ours, where there is a joint insurance by employers and workmen, the case of such men is very much more favourable. In fact, I should say that we go on employing men till it becomes really unsafe for them to go about the works.

86222. (*Chairman.*) You have had a very long experience as a master manufacturer, and your experience has mainly, I understand, been connected with Newcastle and the neighbourhood?—Practically almost entirely; a little elsewhere, but not a great deal.

86223. We have had a great deal of evidence in connection with the so-called unemployed; but you make certain statements which I think are somewhat new to us. You have had experience of several periods of depression and lack of employment previous to 1885?—Yes.

86224. In your mind there seems to be rather a distinction between the conditions attending unemployment now, and what there were attached to the lack of employment then?—That is so.

86225. I think you put it clearly in your Statement that in the previous periods you had to deal with persons who were usually in fair employment, and who, from rather exceptional circumstances, were pushed out of that employment?—Yes.

86226. Now you seem to think it is a different phenomenon; you have now unemployed who are mainly composed of persons chronically unemployed?—Yes, the unemployed; it may not be their own fault always. We have had distress funds in Newcastle lately when trade was good; even when we were short of hands there has been a considerable number of unemployed who have not been provided for.

86227. In your business what sort of proportion of unskilled do you calculate you employ in proportion to skilled workmen?—That varies enormously in different trades; for example, if you take a work where there is a great deal of repetition the proportion of unskilled men is enormously greater than in works like my own, where we have a very small proportion of unskilled. You may divide them into three classes; skilled, semi-skilled and unskilled. My work is to make marine engines, chiefly for the Admiralty, and also locomotive engines, and in those we employ a very small proportion of unskilled, and not a very large proportion of semi-skilled men. In places like the Elswick works, where they make ammunition, and so on, they employ a very large number of unskilled men, and even a large number of girls. If you come to the making of machinery for the textile trades, and so on, like they do all over Lancashire, things like

cotton-spinning machines, and so on, there you get great repetition, and you have then a very large proportion of unskilled. It is very hard to give the proportion between the two; the unskilled even is skilled in a certain sense. There are very few people who are absolutely unskilled. Even the bricklayers' labourers and the joiners' labourers, and all those people, have a certain vestige of skill in them which makes them a great deal fitter to be labourers in that trade than in a different trade. May I give an illustration? I refer in my Statement to the question of soldiers being out of work. You never hear of a sailor being out of work. Sailors can always get work, in my experience, because although they are out of work, labourers they can do certain things, and do them well, which will always give them a command of employment; a sailor can sling things, and work at a crane, and work at a height, which gives him a special value to other people, therefore as an unskilled man he will always get work.

86228. I am taking a yard like Elswick, or other ship-building yards; there the number of unskilled compared to skilled, say in connection with the building of a ship, would very much vary according to what stage the ship was in; in the earlier stages there would be more unskilled persons carrying materials, and so on, but as the ship approaches completion the work becomes more of a skilled character?—That is so; but then you ought to have a succession of ships coming on. The idea would be to keep an exactly uniform number of men at all times, so that the men would pass from one to another, and you would always keep uniform numbers though not on the same work; for example, the joiners only come in at the latest stages of the ship practically.

86229. Taking the skilled workmen, I assume you would agree that the position of the skilled workmen has not gone back but has improved?—Certainly.

86230. Then take the semi-skilled?—The same thing with regard to them.

86231. Therefore it really is the residuum which comes below those classifications which is the difficulty?—I am glad you have put that word residuum in, because it is exactly what it is, it is not even the ordinary unskilled man. For example, the shipyard labourer is better off than he used to be, and on an average has more regular work; but there is an enormously increasing residuum; and, of course, it stands to reason every time you raise wages you must increase the residuum. You throw someone out of work if you raise wages by a shilling a week; the worst form of labour is not worth buying; there are always some men who are just at the even point where they are barely worth employing, and the slightest rise in wages makes them not worth employing. You cannot employ any man unless you can sell the work he does for as much as you have paid him for doing it. That is not always sufficiently appreciated; that bears on what is the great law that guides us in all the advances of wages.

86232. I suppose the whole tendency of the development of science is rather to speed up the machinery?—Of course, machinery has been enormously speeded up in the last ten years especially; but that, of course, makes it all the better for the workmen.

86233. Except this. It has been alleged to us rather that the strain is greater, and consequently they deteriorate sooner?—I think that is perfectly true, I think the strain is greater. I do not think employers always sufficiently realise that. That is the point the trades unions press on us very much indeed, and I think with great reason they have urged us to work less overtime, and generally speaking be more careful and recognise the fact that the strain is greater; but at the same time that gets over the complaint that the work is so uninteresting.

86234. Then again the conditions under which a certain section of the community, which supplies the stratum of low unskilled labour, live, are such that there is a process rather of moral deterioration going on?—You mean if a man lives in any bad slum and has no income in particular he deteriorates?

86235. Yes; and that it has affected a considerable number; that there is now perhaps, a larger proportion of the very lowest grade of unskilled labour which is

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unemployable, or can only be employed on very simple matters, than there was some time back?—I think it is due rather to a different cause to that; of course just now the number is very seriously increased by the Workmen's Compensation Act.

Supply of skilled labour.
86236. Taking your yard, you say there were people, unemployed when you wanted men. Have you had any difficulty in getting skilled men lately?—Not serious difficulty; but there was what we call very good work for everybody who wanted it, work was good. I may say this; even at this moment in the engineering trade, wages in the north of England are as high as they have ever been, and in some parts, I believe that is the case in Lancashire and Yorkshire, they are higher than they have been. At this moment in Newcastle there is some question of a reduction of wages; but they are now the highest they have ever been for the engineering trade, and all those connected with the engineering trade, including labourers.

86237. What was the particular trade in which you said, I think, you wanted men sometimes?—I could not say exactly we were short of men, but the wages were at their highest because the supply of men was not in any way in excess of the demand.

Cyclical fluctuation of employment.
86238. I suppose there is a good deal of cyclical fluctuation of employment?—Certainly. At this moment our ship yards are getting very slack; we may come back this winter to the old state of things of really good men being out of work who would be in work if there were work for them.

86239. No amount of foresight can obviate that; it depends, to use the colloquial expression, on circumstances which are quite beyond your control; for instance, the price of iron and steel?—It is quite beyond our control; it depends on the caprice of the Government, and so on.

Depression in ship-building.
86240. You are a large Government contractor, of course; but taking firms who build for private trade, they would be in much the same sort of difficulty?—That is quite so. At this moment you can fancy, with the high bank rate, and the high price of iron, coal, and so on, that people are not ordering ships, therefore our ship yards are very slack. On the other hand, the engineering trades in some parts of England are fairly busy; where they are making, for instance, textile machinery, and so on, they are all fairly busy; and the locomotive works are busy.

Activity in other trades.
86241. I suppose in Newcastle, and that neighbourhood, the main work is engineering, which is very closely associated with the coal trade?—The coal trade, no doubt, is what originated it. As a matter of fact, in Newcastle we have, of course, the Elswick works, which dominate everything; they are the biggest thing there. Besides that there is a considerable amount of ship-building, and the engineering connected with it, on the three northern rivers; and there is a good deal of general engineering; there are two locomotive works, and there are a good many electrical works; and when you get to the Tees you get bridge-building, and other things more mixed up with the iron trade.

Cyclical fluctuations not increased of recent years.
86242. Should you say that the cyclical fluctuations were increasing of recent years?—I should say not. I think on the whole employment is better than it was for fairly good men.

Higher wages a cause of unemployment.
86243. Going on with your paper, and taking your reasons for certain difficulties about unemployment, I think you have already explained No. 1; that the higher rate of wage paid, of course, the higher the standard of skill you require?—Certainly.

Higher wages elicits higher skill.
86244. I suppose as regards skilled labour there has been the response that the higher wage has elicited the higher skill?—The men are a different thing to what they were. A skilled mechanic now is a far higher class of man than he was twenty years ago. If you only speak to any Admiralty inspector you will find how much their demands have increased; for example, how much more exacting they are than they were a few years ago; and the mechanic has risen up to that most admirably. A mechanic now is a different thing to what he was when I first knew him. There is no difficulty in getting first-class men, and getting men trained up to meet that. The demand may be greater than the number, but the men rise up to that thoroughly. Then we

all of us take pains in educating our men; almost all employers now give a great deal of attention to the question of educating apprentices besides what they learn in the works.

86245. Do you take in many apprentices?—A very large number.

86246. And I suppose a good number stop on in your works?—Nearly all of them. If they choose they can apprentice stay on with us. A certain number go to sea and drift away to people who have no apprentices; but an apprentice is very seldom paid off after his time is up because he cannot get work; it is only because he chooses to go.

86247. Does he go to sea as a marine engineer?—Some of them; and a great many go to take jobs elsewhere. For instance, a great many manufacturers keep two or three engineers to keep their machines in order; they do not take apprentices; and these have to be supplied by people who do take apprentices.

86248. Coming to your second reason, you point out the difficulty there is in soldiers getting employment because small manufacturers particularly do not like to run the risk of their being deprived of their services at a time that they may want them most probably?—That is the case. I do not think people realise how much more important the small employer is than the large employer. You find far more workmen employed by small employers than are employed by the large ones.

86249. It is a real disadvantage; and the man who has served in the Army is, therefore, rather handicapped?—He is. I think if the War Office would take the trouble they might alter that a great deal, but they will not take the trouble.

86250. Give us your idea of what they could do?—I think there are two things they might do. First of all, perhaps I may give you an instance of the harm a man may do by being called away suddenly from our works. We have locomotive works which, at the time I am speaking of, employed 300 or 400 men. In every locomotive boiler the boiler plates want to be rolled up. These were done by one man at a rolling mill. I came down to the works one morning and found out that the man who was in charge of that rolling mill had gone off that morning to go to the militia. I never knew he was a militiaman till then. If I had let that mill stay until he had finished his twenty-eight days' training we should have had 400 men out of work. It is quite absurd to talk of the egotism of the manufacturer; I would have preferred to have paid for a score of soldiers out of my own pocket rather than have the 400 men thrown out of work and losing their wages. If that man had been earmarked, if we had known he was a militiaman, we would have provided for that beforehand. The first thing I would suggest is that every man who is liable to be called out should be distinctly recognised as a reservist man, militiaman, or volunteer. I remember the Lord-Lieutenant of one of our counties said to me: We found out in the War that you cannot depend on volunteers, because so many of them cannot leave their work. My answer to that was this: If you suddenly come to my works and spotted 100 men, and without a proper warning you said you wanted those men, very likely I could not spare them; but if you had told me beforehand that those 100 men out of 3,000 or 4,000 were liable to be wanted, then I could have arranged that each man should have an understudy to take up his place. Each foreman would have had two or three such men, and it would not have been an insuperable difficulty for the foreman to provide them if he knew beforehand. Where it breaks down is that there is so little co-operation between the War Office and the civilian employer. They want to have the men going backwards and forwards to military life, and they consult the military life, but not the civilian life. One recommendation I believe has been made, and I believe it would be a very wise thing indeed if it were understood that any employer who employed a reservist man or a militiaman was to have some small allowance for doing it, say, 1s. a week, or so, for every man on condition that he produced his man at a moment's notice. The small fee of 1s. a week would be a great inducement to, say, a foreman navvy who, perhaps, takes a cutting for a railway, and employs fifty or sixty men. To get 1s. a week for each man would be a little fortune for that man and make it quite worth his while;

Reason of employment of discharged soldiers.

Suggester action by War Office respect to militia and reservists

Registrar

Allowance 1s. per week to employer of reservist militiaman

he would try to get old soldiers as much as possible. People do not realise what a great deal 1s. a week is to a small employer; 1s. a week to that man is a fairish profit.

86251. It would come to a very large amount if 1s. a week were paid to every reservist?—£2 12s. a year for every reservist; that is what it would come to.

86252. Unless you do something of that kind would not the fact that he was a Militiaman liable to be called out operate against his being employed in the first place?—It might operate a little against it in the first place, but not so much as the disgust that one has in finding their work all upset. At the time of the war I knew of a case which shows how the employer is handicapped. There was a small shopkeeper who had an assistant who knew all the goods in the shop, and could find the things for the customers the moment they came in. That man was called out to go to the war; and when he came back his employer said: I could not keep the job open for him; I was obliged to get another man and train him; now that the other man is trained I cannot send him away. I think there should be great sympathy for that small employer; he was hardly more than a workman himself.

Advantage
to Govern-
ment of
allowance to
employer of
reservist
with
regulation.

86253. (*Mr. Chandler.*) Do you mean that that 1s. a week is to be paid during the absence or during the time of the engagement?—While the man is at work. I do not think £2 12s. a year would be so bad for the Government as having the men going round to casual wards and saying because they joined the Army they were ruined for life.

86254. (*Chairman.*) In times of emergency the Government must call up their men quite regardless of the consequences. I understand the case you give us was just a man going out for ordinary training?—If the colonel of the Newcastle brigade had said: If there comes an emergency there are 100 men I want to call out; I could provide for that without the least difficulty; but he must come before the emergency arises, if he wants to do the best he can for the men.

86255. You want more sympathetic co-operation between the War Office and the employers as regards the reserves?—That is what we want.

86256. You think if that were started it would not be very difficult to make some sort of arrangement to put the reserve men in a better position, and at the same time offer an inducement to employers to keep them?—It would be a great inducement to the small employer, and the small employer is the man that matters: he employs so many more men than the larger employers do.

Effect of
Workmen's
Compensa-
tion Act on
young age.

86257. Passing on to the third cause, the Workmen's Compensation Act, we have had a great deal of evidence and the almost universal impression is that the Workmen's Compensation Act has rather curtailed the age at which people in certain grades of labour can get employment, but we have had no figures: on the other hand it is alleged that the natural tendency of anybody out of employment is to say it is due to the Workmen's Compensation Act?—I am afraid one cannot help what idle people say who are out of employment; there is a certain amount of truth in it. I do not know if you have examined any of the secretaries or agents of any of the Workmen's Insurance Companies.

Insurance
companies
one-eyed
men

86258. We have one summoned.—I think you will find that these insurance companies will always tell you that they will not allow a firm who insures with them to employ, for example, a one-eyed man: the iron men, especially the riveters in shipbuilding, are very apt to have accidents to their eyes. The insurers say: We cannot insure one-eyed men. I think they are exceedingly wrong. In our engine works we have a scheme whereby the men insure jointly with the employers: in fact, we contract out of the Act. That covers one-eyed men, and every kind of man. If I were taking my own risks, which I am not sure would not be the best thing to do, I should take the one-eyed men as well as anyone else. I think it is an abominable thing, but the insurance companies say: We have to work for our shareholders; we have to do what is best for them, and we must not insure one-eyed men. The same thing applies to old men. Old men are more liable to accidents than young men. In the old times we always had a number of men whom we went on employing as they got older and older. We kept

Contracting
out

Liability of
old men to
accidents.

them on till they got so lame and they got so blind, and they got so deaf that we could not employ them any more for their own safety; but in these days we do not keep them on.

*Sir Benjamin
C. Browne.*
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86259. It is alleged a young man is more venturesome, and there are more accidents among the young men than there are amongst, I will not say very old men, but men about fifty?—I think we would all agree with that: in every rank of life the young men are more venturesome than men a few years older.

86260. Is not fifty now supposed to be, for certain Age of branches of work, a rather advanced age for a workman? workmen.—I believe a great many employers would not take a man at fifty if they knew it: I think they are wrong, but they would not.

86261. Following that up, if men, say in a works like yours, of the age of fifty are in employ, the question of age so long as they are competent does not so very much matter, but supposing an employer has to take on a lot of unskilled labourers rather of the lower grade, that all come under the Compensation Act, I suppose the fact that a man was about fifty or so on (and probably he would not have worn very well in that class) would operate against his being taken on?—There is no doubt about it whatever. For example, with regard to a man who works in a quarry, I should say it would operate against him most severely: he would not be nearly so active, and he would be more likely to have an accident happen to him. Many employers will not take a man on who is the least bit grey-haired.

86262. We were told by one medical man that one of the drawbacks affecting the employment of older men is that if they have an accident they are so much longer recovering from it?—I cannot speak about that. Of course, on the other side you must remember this Act enables a vast number of men to be kept in comfort, which would have to be done by charity or the rates otherwise. I think on the whole the gain of the Act is enormous: we are here to talk about what is wrong and not what is right. I should be sorry to say I did not think the Act on the whole was an enormous gain to the working classes and everyone else too.

Advantage
of the Com-
pensation
Act.

86263. That was rather foreseen when the Act was passed, although it was hoped that the position in the main would be beneficial, it had that drawback, that it might make it more difficult for the old men to get employment?—I was a member of the Departmental Committee of the Home Office considering the working of the previous Act before this legislation came on: there were five members on it, and I was there to represent the employers. I quite recognised that fact as inevitable, but I say, while I think it is important to stop up every leak one can, I should certainly think it was a most fearful calamity if the Act were rescinded. It is an immense gain on the whole.

86264. You have given us some schemes, one of which Contracting relates to your works I think. You have contracted out. I understand?—We have three works: in two we have contracted outside, but in the marine works it is called St. Peters, and in the locomotive works, Forth Banks.

86265. According to the Act the scheme has to be as fair for the men as the Act itself would be?—Yes. I should say the two papers you have there have just been passed anew: they have just been re-signed by the Registrar, so they are quite the newest thing. (For scheme of insurance, see Appendix No. CIII.)

Schemes of
insurance.

86266. There is no stipulation here about age, or anything of that kind?—No, we do not make any. In respect of that I have always, as far as my influence goes, which is of course not unlimited because one must leave some discretion to the foremen and managers, said: Do not make any scruple about employing an old man; if he has been a wise old man his brain ought to be worth more to us than his body, and I would have him unless he is a very old man. I do not at all object to elderly men.

86267. How long are the schemes in operation; can they go on from year to year by consent?—We had one scheme started directly the Act was passed in 1897. That went on till the new Act came into force the other day. This scheme is the same scheme as the old scheme with the figures altered to suit the altered set of circumstances.

Sir Benjamin C. Browne. 86268. If the man contributes he comes under this scheme the day he comes on to your works?—Yes.

26 Nov. 1907. 86269. Or must he be in a certain time?—No, he comes on the day he comes into the works; it is entirely managed by the workmen; they do what they like with it.

Insurance companies and their rates.

86270. I see you insure yourself. Do you know anything about the practice of the insurance offices where the employer insures through them. This was the point which certain witnesses have impressed upon us; they say, of course, where the employer insures himself he can take precautions against engaging old or infirm people, but if the employer is insured under the Workmen's Compensation Act they would be disposed, assuming that the amount they had to pay in one year was higher than was anticipated, either to increase the rate or lay down more stringent conditions in subsequent years?—No doubt they must make it up. The whole thing is merely a business speculation on their part.

Conditions of insurance companies as to age and infirmity. 86271. Do you know if they put in any conditions about age?—I cannot say about age exactly, but I am pretty sure they do. They put in very strong conditions about infirmity. I do not state as a fact they do, but I am sure they must, because they put in so many conditions about what they consider makes a man less desirable.

86272. It seems to me the fact that when a man insures through an office, as the contract only runs for one year, it subjects him to practically the same liability as regards old men as an employer who insures himself; I will not say for that year, but in subsequent years it would, because the company would raise their rate if they had not covered themselves?—Yes, the thing is this, you must take a company's rules for better or for worse, the same as if you insure your house against fire; they will not alter the rules to meet each case. They say: "Here are our rules"; you may say: "I do not like that rule, and I cannot have that," but they say: "That is our standing rule, and we cannot alter our standing system for one case," and, of course, they could not. What I have heard their secretaries say is: "We will not take these men at an extra rate." If you could get hold of the Boiler Makers' Society, of which Mr. Cumings of Newcastle is the secretary, they could tell you a good deal about one-eyed men; they are the people who have more one-eyed men than anybody else has; I am keeping to one-eyed men, because that is such a serious thing. The same thing applies, for example, to the case of people who have been ruptured. There has been a great deal said about that, but I need not specialise that because I take one illustration to deal with all.

Medical examination. 86273. Do you medically examine your men?—Not beforehand. One firm tried to do it, but the other employers discouraged it, and it was dropped entirely.

86274. If the company lays down conditions, they would be, I suppose, conditions applicable to a particular trade, though you might vary them according to the conditions under which the yard or factory might be?—Certainly.

86275. They have a uniform rate as a rule for each particular trade, have they not?—I think so.

Raising of rate of insurance by companies.

86276. Supposing there happened to be a number of accidents in one particular establishment, and it was thought that that was due to old men being employed, would the insurance company raise the rate on that establishment next year?—I should think they would. I should think they would either do that or refuse to insure them. I cannot speak certainly because I have not special experience about insurance companies, but they certainly would make objection if they found you had more than your fair share of accidents. In a ship yard they would charge, say, £1 or 25s. per cent. on the wages paid; in the engine works they would charge us, say, from 15s. or half-a-sovereign, down to as low as 3s. 6d. for small work, depending on the risk of the work; if they were only making very small things the risk would be much less than if they were handling large articles.

86277. Did you in the old days, ever employ epileptics?—No, I would not do it in engineering works, it is not safe; the man might fall into the machinery and be killed directly; I have heard of a man having a fit in the works, but I should not have a man like that in an ordinary crowded machine shop.

86278. The nature of your work really precludes their safety?—The man would be almost certain to be injured seriously at some time, be it longer or shorter; he would be almost sure to hurt himself when he fell down.

86279. (*Mr. Russell Wakefield.*) In regard to the calling up of the Militia and other reserves, do you find the new principle which has been adopted, of calling up more in the winter, is helpful at all?—It would not affect my trade at all. I think it would be an exceedingly good thing for the building trade and agriculture obviously, to call the men up in winter.

86280. It would be of no use in your particular works?—No. You see our being busy does not depend on that at all, but upon other things entirely; we are an inside trade practically.

86281. I notice you throw the responsibility of the knowledge as to a person being a reservist entirely on the War Office. Would it be possible for the employer to make some enquiry on the subject before he employed the person?—What does that mean; it means looking through an enormous number of men, it is like looking in a sack to find a needle; the War Office could do for a halfpenny what it would cost me some pounds to do.

86282. The person himself might tell you?—If the War Office would certify with regard to the man, they would know where he was; we could keep account and inform them; if the man left us we could send to the War Office and say: "John Smith has gone away; he says he has gone" so and so; we could help the War Office to keep their eye on the man.

86283. Would that not be a difficult thing for the War Office to do, to keep an eye upon a man who goes from one works to another?—How are they going to find him when they want him otherwise?

86284. The giving of the information in every case might be a serious matter?—I do not think it would. It is only a question of giving simple information. If you think what a lot of halfpenny cards a small office boy can write in an hour, the giving of information is a very small matter; if you have to make enquiries it requires a man of some ability and knowledge to spend a good deal of time. If they do not like to do it they need not, but I assume they want to find their man, and I think that would be the easiest way to find their man.

86285. I noticed you said, when the Chairman asked you about people being under-employed, you answered him "unemployable"; there is a great distinction between a person who is under-employed, and a person who is unemployable?—What I call an unemployable man is a man who cannot practically earn the standard wage in any trade in which he can find a situation.

86286. How would you deal with that in regard to the unskilled person who, strictly speaking, knows no trade?—He is a very unfortunate person; he is the man it is harder and harder to find employment for. What I think is, every effort ought to be made to teach everybody, I will not say a trade, because you cannot make them mechanics, but to make them always useful. A boiler builder's labourer and a joiner's labourer have knowledge sufficient to be of use to somebody, but the man who has no special knowledge of any kind is very hard to employ.

86287. May I take it that is the man you describe in this sentence: "They seem to be men for whom, in our present high-pressure industrial system, there is no place"?—That is it exactly.

86288. "Sometimes they are able-bodied; sometimes they are comparatively young, but they do not seem to be quite suitable for any work on which one can lay one's fingers, even in good times?"—That is exactly what I mean.

86289. What would you do with that person?—That is not my business. I would either make society or Parliament deal with them. I only tell you what I cannot do, and that is find work for them.

86290. You see nothing in our present system which will provide work for such a man?—Except to do all one can to try and utilise him. I cannot give you any example, for I have no experience, but take labour colonies, or the things that the Salvation Army do; I think those are all organisations for the purpose you ask about. I understand there are people who are doing exactly the

Effect of calling up Militia, et in winter.

Registration of reservist

Definition of "unemployable."

Position of men who have no special knowledge

work you speak of. Is not the labour colony practically for that purpose?

86291. What I should like to know is this: do you think that any improvement in our system of education would help to reduce the number of these men?—That requires a lot of thinking about. I am not sure that our school education would. I should think the school education is not so much at fault, but what I suppose you want is some means of getting hold of these men. Of course these run in two classes, those whose fault it is they are like it, and those whose fault it is not. For example, suppose a man has been engaged all his life on some trade which now is not required any longer, if that man had a fair chance, probably he would learn to do something else that is useful.

86292. That is hardly the man we have in our minds: he is already a skilled man: he is skilled in a trade which passes away. He is a man much more likely to learn something fresh than the person who never has had a skilled trade?—I should say if a man has worked even as an ordinary labourer, regularly and steadily, the chances are that he could always be taught to be of use in some way. What I should call the possible man is the man who is willing to do steady regular work of any kind, but some men hate regular work and will not do it, and those are the hopelessly unemployable.

86293. (*Chairman.*) Do you think this dislike to be in any regular employment under fixed regulations is on the increase in the younger generation?—No, I do not think it is. I think the world is getting better on the whole, but our business is to think about what is still left that is wrong in the world; but I should say myself, as far as I can judge (I have been mixed up in engineering works for more than half a century), on the whole people of all sorts are distinctly better than they used to be. I think they are more respectable, more sober and everything else, but there are some bad ones left, and those are what we are talking about.

86294. (*Mr. Russell Wakefield.*) When you say bad, you mean they may be bad through no fault of their own, it is bad for the social conditions of the present day, bad for the labour market and so on?—They do not come up to the standard of what the world wants them for.

86295. Do you think that in localities where there is a special trade or a special set of trades, it would be a good thing to have institutions established in which people could be taught in their youth to be fitted for those particular trades, or not?—We train a lot of young people to be engineers and shipbuilders, we take the greatest pains with them. For example, we pay for any of our apprentices to attend any classes they choose of any kind, absolutely free; besides that we give them prizes and inducements. Any boy who attains a certain not very high standard of proficiency in his class in book work we give him an extra shilling a week for that year, and if he passes the examination next year, the shilling a week goes on again. Then we take some of the best boys into the drawing office every year, and then they are made men for life under ordinary circumstances. When I say we do that, I mean not merely Hawthorns but most other employers do something of the kind.

86296. Outside those you look after in this way, there is this other residuum. What I want to know is whether you think it would be feasible to do anything for them municipally or nationally?—My impression is, as far as it goes from what I have known of them, that with the exception of those men who are put into that rank specially by some act of misfortune, such as one-eyed men, most of them are there because of their own fault and want of character. Most of them are idle men. Institutions are not what they want; they want something more severe than that.

86297. I see you say that there are very few unskilled people?—Absolutely unskilled.

86298. Does that mean there are very few people who do not know a trade of some kind?—The meaning of the word "trade" must be distinctly specified. Of course by a skilled man we mean the man who has learnt a trade, a trade needing both intellect and mental skill, a man who can adapt himself in accordance with the modifications of that trade. That is the kind of thing.

In fact, practically speaking, the high class mechanic now is looked upon as belonging rather to the middle-class than the working class, because the greatest social gap is between the mechanic and the labourer, therefore I dismiss them from consideration. Then you come to the semi-skilled and unskilled men. The semi-skilled man is a man that works a machine, or does something of that sort, like the man who strikes for the blacksmith a man who would not have to serve an apprenticeship, but he has picked up a certain amount of special skill which makes him worth more than his neighbour for the special work. In that class you may include coal miners and navvies, and all those men. Take a navvy: you want to dig a hole somewhere; if you get a navvy and pay 4s. 6d. a day he will dig that hole for half the price a labourer would do it for at 3s. a day, because he knows exactly how to dig a hole and use his spade and shovel. I hold if things could find their natural level you would always find that the highest wages mean the cheapest labour. That is not sufficiently appreciated, because sometimes wages are interfered with by artificial means, but naturally the highly paid men does his work most cheaply. I have seen this happen in cases where I have had to go to a new neighbourhood, where I had to work with men who knew nothing of the work I had to put before them, and I found certain wages, but in the course of three or four years the daily rate of wages increased very largely indeed, and by the end of that time I could let piece-work at far lower prices than I could let it at when the wages were a great deal lower, because the men had got more skilled in the work.

86299. We have now dealt with the skilled and the semi-skilled?—Now we come to the unskilled. What we commonly mean by unskilled labour is the sort of man we have on our shop floor, who is either moving weights, or else perhaps he is carrying the bricks for the mason or carrying wood for the joiner, or doing something of that sort. If you take these men out of one works and put them in another you would find them not so valuable; they are always seen under better conditions where they are used to the work.

86300. Practically it comes to this, that the only really unskilled people in your judgment are people who, from some deficiency, either mental, physical or moral, are unable to do a full day's work for a full day's pay?—To give an illustration; I do not want to labour this, but it is only to keep to the one illustration, you can vary them indefinitely, I take the case of a soldier; he has been in the army; he has done his work, perhaps not in the best possible way, for some years; and he comes home and he knows nothing about any of these things; he cannot even wheel a wheelbarrow properly, perhaps he does not know what to do, nobody wants him to do soldiering work, and he never has done anything else, and he has not had the curiosity or the enterprise to do anything. There he is, and it is hard to find work for that man.

86301. Would he not be able to do this work of moving weights?—In time he would. If you have a man who knows the name of things, that is a great point. I may say to a labourer in our shop (or rather the foreman does it): Go and fetch so-and-so; he knows what is meant, but a strange man in the shop will not know a bit the name of any of the things; he cannot even run errands.

86302. The argument is sometimes used with regard to soldiers that the sense of discipline he has acquired would make him learn more quickly than other people, and make him more useful?—The disciplined soldier is of use for a great many things. I always think soldiers are the best men for being night-watchmen, door-keepers and store-keepers; very often a soldier learns to be a very good store-keeper. I find we have a great many old sergeants in places of that sort in our works, and they often rise to get into a good position, they get positions of considerable responsibility, and they come on very often to do simple clerical work which they have learned in the army. What I am thinking of is the stupid 15 per cent. or so, not the average man. You are talking about the men who are distinctly below the average of any class. The average soldier is all right.

86303. You have no solution to offer, except that some special means should be taken with regard to labour colonies and things of that sort, to do something for these men?—It is the only thing for them.

Sir Benjamin C. Browne.
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Semi-skilled.

Absolutely unskilled.

Soldiers.

Sir Benjamin C. Browne. 86304. You find no room for them in the labour market as at present constituted?—They want to be made fit for something, that is my impression. That is not a large class, but there may be 1 per cent. of the population who are in that way, but one in a hundred means a large number.

26 Nov. 1907. Labour colonies. 86305. (*Mr. Bentham.*) Following up that question, of would you say that these men have a less chance of being absorbed now than they had formerly?—Certainly, I think they have, because we specialise more every day.

Chance of absorption of unskilled labour less than formerly, owing to greater specialisation. 86306. Yet there are still left in other localities a large number of industries which employ a larger percentage of labourers than they did formerly?—Certainly there is greater work for labourers.

86307. With increased facilities for moving from district to district, would that not to a considerable extent get over the difficulty?—If the man was really anxious to learn, and if he had the habit of industry, if he had ever been used to doing regular steady work, I think probably he could always get work somewhere, but then we come to the men who do not want to work, the lazy men.

Training of unskilled men. 86308. I am assuming the man is willing?—Then I think the really willing man would always get, or ought somehow to get taught something, somewhere, somehow after a time. The small employer I spoke of would be very glad to take that man in hand if it were made worth his while. If he got him 1s. a week cheaper than someone else, he would take him in hand and teach him.

Proportion of "unemployable." 86309. We have been told there is always work for every man at a price.—There are a lot of men I would not employ at any price, in fact I think I said the highest paid man is the one that usually paid one best.

86310. The class, you would not employ at any price, is the unemployable?—Yes, that is what I mean.

86311. You would not say that is a large class?—No, I was rather guessing it very loosely at something like 1 per cent. of the men of the country, but that is quite a guess. I think that would represent it more fairly than a much larger figure would. It may be more than 1 per cent.; it might be two or possibly more, but it is not a large class, certainly.

86312. (*Chairman.*) Would that be Newcastle you are speaking of now or the country generally?—I was thinking of the country as a whole. I should imagine there are many more of those men in London than in Newcastle in proportion. What I mean is, such people as dock labourers, and so on; when they get hold of a job for a time the best of them go on all right, but the bad ones are apt to take to drink and get into loafing habits; then they get less strong and active, and do not get employment, and they cannot compete with the men who come from the country and supersede them.

86313. (*Mr. Bentham.*) Your estimate of 1 per cent. is made on no data, it is simply an impression?—Absolutely an impression. I look on the criminal classes as being, roughly speaking, 3 per cent. of the population usually; the really ill-conducted classes; and these come as a fringe of those.

Incidence of unemployment. 86314. Would you say in the Newcastle district that when a time of depression comes there are more labourers out of work in proportion to skilled workmen; there is always a large number, I know, of unskilled men employed, but is there a larger proportion thrown out of employment than there is of skilled men?—No, I should say that those trades that employ unskilled men tend to it more than the ones who employ fewer. The building trade employs more, and the building trade is notoriously an uncertain trade; then there come, perhaps, railway works. They put a number of men in to make an extension, and when that is finished they are thrown out of work. I think the position of the labourer (by which I mean the labourer who has a fixed regular class of work for years) is more precarious than that of the mechanic, and probably he is less able to face slack times. The mechanic is a better paid man, and perhaps has some money saved and belongs to a trade union, which makes him better off.

86315. My point was rather, taking the number of men skilled or unskilled, if there was a larger proportion of the unskilled thrown out of employment in times of depression, than the proportion of the skilled workers to the

total number of skilled workers?—That depends on what the depression is. Certain classes of work take more unskilled men, and certain classes take more skilled men. For example, suppose there came a universal disarmament, I should get no engine building for the Admiralty. Those engines employ a large number of my men, almost entirely skilled men. If that happened a number of skilled workmen would be thrown out of employment, and very few unskilled men. If on the other hand there came a great slackening off of some small machinery work, which is repeated a great deal, such for example, as washing machines or garden rollers, and so on, that would throw a greater proportion of unskilled men out than skilled men. It depends on what the particular trade is. If the coal trade got slack, it would throw a quantity of miners out of work. It would depend on whether you like to call those men skilled or unskilled; they really are skilled, although not mechanics.

86316. It has been suggested to us that taking the number of skilled workers in trade unions, who send in particulars to the Board of Trade, that when the percentage may be, say, 4 per cent. of skilled workers unemployed, there will be a far larger percentage of the unskilled workers of the country unemployed?—I quite agree with you. I think that probably would be so, but I could not give figures for it.

86317. You think it would be so?—My impression is that that would be so.

86318. Although it does not apply to your own trade?—No, because on the whole these classes employ a lower class of skilled, a more fitful and uncertain class than those who employ the higher skilled. You need not think about the higher skilled because they can take care of themselves; they do not come on the public or on charity.

86319. It is a question of how far the percentage of skilled out of work is an indication of the percentage of unskilled out of work?—I should think it is very variable, but I think the lower the scale generally the more uncertain the employment.

86320. Is the apprenticeship system largely in vogue with you?—Extensively; I may say entirely, there is nothing else. All our mechanics serve their apprenticeship. I know sometimes we are written to and asked, Is the apprenticeship system still in force? But we have no men except by apprenticeship.

86321. By indentures?—Yes, our men are all legally bound, but in a great many works it is only an agreement which is not enforceable at law. It means the same thing; they serve their five or six years, and they are properly trained.

86322. With regard to insurance, where an employer is seeking to insure under the Workmen's Compensation Act, what are the questions put by the insurance company before they undertake to quote a premium?—If I had known, I would have brought you some papers, which is better than speaking. It is a long time since I had them before me, and I am afraid I am a little rusty. I do not remember anything very special. They ask about the number, the rate of wages, and so on, and they give you their conditions. It is very much the same as what you have got yourself for your domestic servants, only on rather a larger scale.

86323. Before quoting a premium do they ask any question with regard to the ages of the people, and as to their infirmities, and so on?—I do not think they do as to age certainly. If they do do anything I think it is more that they say you must not employ this, that and the other; they dogmatise about it. I think I can say as a general rule (I cannot speak for all companies) that they have some certain fixed rates which they quote in accordance with what the risk of your trade may happen to be. They take your kind of trade, and they will say so much per cent. on your wages, but as a rule it is not very easy to get them to quote a special rate for your works different to what they would quote for other people doing exactly the same work elsewhere. I would much rather you asked one of them themselves; it is dangerous for me to say. I am only quoting this from memory, and it must be a year or two since I had this matter before me, so I do not like to answer specific questions on this point.

86324. The point was as to whether the insurance company influenced the employers as to the class of persons they should employ?—They influence it very much indeed in saying you shall not employ a certain class of man. I hear all the employers say that, and the secretaries too; they say we will not allow you to employ a certain class.

86325. In one insurance company I am familiar with, in the disposal form there is this clause: "Are any of your employees maimed or otherwise permanently injured or suffering from any loss of sight or hearing." They ask you that before they quote the rate?—Then what I imagine is, that if you said yes they would say: We will not insure that man. I cannot speak for certain because I have not been looking this up carefully.

86326. (*Professor Smart.*) We have heard a great deal of the displacement of men by machinery. Have you had any experience of that in your trade?—We have had great experience of labour-saving appliances, of course, but that does not mean displacing men in my experience.

86327. What is the trend of displacement, a change in the quality of the labour, I suppose?—What we find is this: We introduce machinery in order to work more cheaply. The cheaper we work the more orders we get. You, generally speaking, find if you spend £5,000 on labour-saving appliances, that you pay more money in wages afterwards than you ever paid before. The question of the public buying any kind of goods is to a great extent a question of what those goods can be bought for. Every reduction in price increases the demand for the article: as the demand increases you employ more men, and the result is that you find whereas you only employed a limited number of men when they did it by their hands, when you get it done by machinery you increase the demand, and therefore increase the order books so much that you employ far more men. If you take the extreme case, supposing all labour-saving appliances were swept out of the world what an infinitesimal number of men would be employed at all.

86328. You apply that to your own business?—I apply it to every business. It seems to me it is like this, the cheaper you can make things the more you increase the demand for them.

86329. It may be some time before the cheapness will effect the nature of the demand?—It is usually a very short time indeed. I never found myself that the introducing of labour-saving appliances decreased the number of men: it increased the amount of wages, but it also increased the number of men, because it increased the number of orders.

86330. I think that is rather an unusual experience?—If you will pardon my saying so, look at the thing in an extreme case. Supposing that all labour-saving appliances were swept away. Take the engineering trade; supposing we now had to do by hammer and chisel what we do by planing machines, a man would take a fortnight or a month to do what you can do in a day; you would find that only a very small fraction of the machines that are now built anybody could afford to buy. If you doubled the cost of all the engines which go on to the railways, and so on, very few railways would pay; they would not go to railways at all; it is only cheapness that makes them buy these things.

86331. That is true in the long run over the whole field; but the evidence we have is that the immediate effect of the introduction of machinery is the displacement of labour?—This is a question we had before us constantly at the Employers' Union when discussing these questions with the trade unions; sometimes an employer will do this. He perhaps has had four men doing something by hand; then he gets a machine, and one man is put to work and the other three are paid off. Those three men are very angry and make a great complaint and are very sore about it. I have always said if an employer would only look a little ahead and use consideration, he would find he could absorb these men without paying them off. If he tries to do that, generally speaking within a month the whole difficulty is gone; you absorb your men. Of course the fact is that when these things happen it is due to people being inconsiderate. It is the duty of all employers and all officials to be as

considerate as they can with their workpeople, and try and keep them constantly in work; I do not think it is a question of expense, but a question of reasonable forethought. I never find any difficulty myself. To take an illustration, one gets a machine for doing a thing which used to be done by perhaps two smiths and their firers. By looking ahead and getting our smiths' work brought forward and so on you find you can fill up the gap perfectly well, and the man never feels the introduction of the machinery at all; then they begin not to get afraid of these things. If you pay them off inconsiderately no wonder they complain; if a man's income stops all at once he naturally complains, and it is a hardship; I do not think you must blame the labour-saving appliances at all, you must blame the inconsiderateness and want of foresight of the employer.

86332. Does it change the nature of the employment?—Machinery Sometimes it does. I will give an illustration. The engineers used to make a quantity of hexagon bolts, bolts with hexagon heads to them. They were made by smiths. Presently we found we could buy long bars rolled in a hexagon shape, and if you put those in a lathe it was possible to make the hexagon bolts without any smith; that is a class of work that supersedes the smith; but if you have a little forethought and bring the other smiths' work on a little faster and get your drawing office to push on its smiths' work, men are always coming and going, and if you want to reduce the number of smiths you simply wait till someone leaves of his own accord, and then you do not replace him. It only requires a little consideration to do this. The number of men you take on that you would not have employed before is not noticed; but if you throw one man out of work, even if you take on twenty, the twenty men hold their tongues but the one man complains.

86333. Is this a correct generalisation: The skill that is required is a higher skill, but the semi-skilled sink into the unskilled?—No, the semi-skilled is higher; the semi-skilled of to-day is in many cases as good as the skilled workmen was a quarter of a century ago. I am sure it is quite. A number of them turn out beautiful work, although they have not the same range of power that the skilled man has; a semi-skilled man will work one machine as well as a skilled man will. When that is not wanted the skilled man will go to another wholly different, but the semi-skilled man cannot do it nearly so easily.

86334. Do these semi-skilled men, who are proficient in tending machines for example, become more immobile or mobile?—In our trade a semi-skilled man is the man who was on the floor, that is a shop labourer. If he is any good at all he is taken to a small machine, say a drilling machine; then if he is good at that he goes to a planing machine, and so on to a slotting machine, and other things, but not on to lathe work usually; planing, drilling and slotting are generally worked by semi-skilled men, who get higher and higher wages. They have a trades union of their own, the same as the engineers have, and a very good union it is; they get very good wages, not so good as the engineers, but better than the labourer gets.

86335. The tendency is always upwards?—Yes, for a good man, but as the tendency for them is upwards, so of course the incompetent, or stupid, or good for nothing, are more or less apt to be thrown on one side.

86336. There is no tendency to displace those who have a certain modicum of skill?—I should say not. If you take any previous decade you will find the wages are getting higher and higher, and the hours are getting shorter and shorter, and they are turning out a better class of work.

86337. And the character of the men is far better than it used to be?—Far better, and they are more intelligent; the men are more sober and industrious, and saving, far better all round.

86338. Would it be easier for a man thrown out of your trade to find a job elsewhere?—That depends so very much from year to year, and from place to place, but on the whole I should say it was, probably. Of course the unionists are able to find work better. The unions are extremely useful in helping their members to find work.

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Sir Benjamin C. Browne. 86339. You find that employers are becoming naturally more exacting?—We are obliged to be, because the public becomes more exacting. If you want to run a steamer at twenty-five knots instead of twelve, you must have a very much higher class of machinery in that steamer. An amount of inaccuracy that did not matter in the old steamer is very serious indeed in the new one; it is the public who do it, not us.

Effect of raising wages of lowest class of labour. 86340. You say whenever you raise the wages of the lowest class, there are always men whose labour becomes unsaleable?—Certainly.

86341. If on a rise of wage an employer cannot get the kind of man he wants, then he is bound to take the sort of man he can get?—Certainly.

86342. He does not keep his shop idle because he cannot get the man he wants?—Of course not, you must get the best man you can, and try to improve him.

86343. The labour is not unsaleable in that point of view?—No, that is perfectly true. In that case what I expect happens, though it is impossible to say, is, that really the most teachable man rises, and those that either will not or cannot adapt themselves to modern circumstances are the ones who drop out.

Over-supply of labour. 86344. If he can command a choice of men such as you spoke of, then does it not show there is an over-supply of labour always at his door?—An over-supply of labour is a complicated thing. My own impression is that there are always a certain number of men we cannot employ. There have been times of this sort, when I could have put on twenty men more, and found work for them gladly, but I could not find any men at all fit for my purpose, and yet there are men outside the gate whom I am asked to subscribe to help.

Every rise of wages means unemployment to less competent men. 86345. You mean to say, in short, that a rise in wages determines the incidence of the displacement, but nothing else?—Every rise of wages must in some degree mean men to be thrown out of work, as one result of it; of course, it may be only a very small number of the men, but assuming that the men are graded upwards from good-for-nothing to perfect, every bit that you raise the wages you increase the selling cost of the article, therefore there will be one man, or one or two men, who are not worth employing who just were worth employing before.

86346. You mean to say something like this: that under the old standard of wage when the employer was not so exacting, A and B men were both employed together, and A and B men were both outside the gate together?—Yes.

86347. But now only the A men are engaged, and all you have outside the gate are B men?—Yes, the men not quite so good.

Basis of advance in wages. 86348. It determines the incidence of displacement, but not the numbers?—Perhaps I should do better if I explained to you what I have always believed to be the natural rule about what the wages ought to be, the base on which we decide the question whether to give our men an advance in wages or not; I think that will clear the question, though it is a little bit, perhaps, out of the scope of this inquiry. Those persons who have studied the question always held that it is to our interest, as well as to the interest of the workmen, that the total volume of money paid in wages should be as large as possible; that the wages cheque at the end of the week should be as large as possible; it is better for the employer and for the working classes. If when you raise the wages 5 per cent. you throw 10 per cent. of the men out of work, obviously it is a mistake to give it, but if by raising wages 10 per cent. you only throw 5 per cent. of the men out of work, it is worth while to give it, because the total amount of wages you pay is larger than before. That seems to be the rule on which to consider an advance of wages; that is the way I consider it myself. If you used to employ twenty men and you raise the wages 10 per cent. and only one is unemployed, on the whole the men have gained, because the 10 per cent. is worth more than what the one man gets. In other words the nineteen could, if they chose, subscribe and give the twentieth man his wages and still have a profit left themselves; the class as a whole gains.

86349. Then it comes to this, that your rather exacting demands are displacing the least fit?—We always displace the least fit, of course.

86350. Whereas formerly your unemployed consisted of fit and unfit, now they will consist of unfit, if at all?—Unemployed formerly consisted of fit and unfit, if at all?—For example, we are looking forward with great fear, almost immediately, in our river, to a very slack state of things in the ship yard; in fact at this moment we have had to pay off a certain number of first-class men whom we were extremely sorry to lose; we do what we can to find them work, and we take work at a positive loss to keep valuable men round us, because if once lost they cannot be replaced easily. In recent times, the last few years, when we have heard a great deal about the unemployed, trade has been busy but yet the unemployed question has been before us. In old times that was not so, in 1886 and 1878. In both those times there were a large number of first rate men out of work. Men who were skilled colliers were working two or three days a fortnight, that meant there were a number of these magnificent pitmen going about half starving. Then, of course, there were really good men out of work because there was no trade for them. That was still worse in the late seventies.

86351. But even now when you are paying off men the men that are first paid off will be the least fit?—Not always, it depends on the particular trade you have in hand. You may be doing a particular class of work and pay off men who do other work. You may be doing small work, and not doing large work; the men are kept on doing that class of work when the men doing the other class are put off; it is, in fact, what you say, it means the man suitable for that particular class of work, the man who has been doing that particular class of work before, is *ad hoc* more useful for doing that class of work than the man who has been doing another class of work, although it may be an equally good class.

86352. I suppose you agree an increase in wealth means an increase in the demand for labour?—Yes. Increase in wealth.

86353. There is no doubt about the increase of our wealth?—There is no doubt about the increase of the wealth.

86354. And there ought theoretically to be an increasing demand for labour?—Yes.

86355. But we seem to be finding an increasing amount of unemployment?—Is that so?

86356. You do not agree with me?—I am not prepared to say. Do you think there is less demand for labour than there was? I can only say I have no evidence of it. I find that the factories are increasing and increasing; I find that on the whole for every factory that shuts up half a dozen new ones start. You hear more of the one that shuts up, but there are the other ones. Take an illustration which perhaps the Chairman will bear me out in. We have heard of one or two large works in London, Admiralty contractors, having closed down lately, I mean such as Humphrey's, Tennant's, Maudsley's, and so on, but the amount of work those men did is far more than made up by the work of Laird's and Beardmore's, and others who have become much larger; the total output of the country is always increasing very much indeed.

86357. (Chairman.) The difference is in the distribution?—Yes, the work goes out of London, because I imagine London is taken up more and more in supplying its own wants without making for the outside public. Distribution of work.

86358. (Professor Smart.) Perhaps you would say that the increase of unemployment is rather a matter of statistics than anything else, that we are getting to know where it is and report it, whereas formerly we only had a vague idea?—I think I speak in my Statement of the number of unemployed; we speak about 3,000, which is comparatively small compared with what it has been in seriously bad times before.

86359. In bad cycles?—You see the population has increased and there are fewer unemployed on the average. Fewer unemployed proportion population

86360. Both in good times and in bad?—On the average much fewer; the men are earning higher wages, so I do not think you need take a despondent view of the state of employment, and if things went on there is no limit to how the trade of the world might increase.

In case of
class
mechanically
unemployed.

86361. (*Chairman.*) You, in your paper, state that although there were of course a certain number of men unemployed and a certain number were permanently thrown out of work, there is now a much larger class who do not get employment, even when trade is good, and whose condition seems to be of a far more hopeless character. Though trade and employment might have increased this particular class has increased in numbers?—That particular class has. I tell you how I account for that. When I first went into engineering at Newcastle, you would see in an ordinary engineering works or factory labourers employed in moving trucks about the yard and things like that, at a comparatively small wage, and you could sandwich in both the useful and the useless men. There is much less work of that kind now. There are very few human beings in England who are merely working by brute force happily. I remember seeing six men pulling a truck here and six men pulling a truck somewhere else, merely dragging, just as horses might do. You do not see that now. Look at all the long string of men that used to be carrying hods of bricks up on their shoulders. That was a slightly skilled class of labour, but it was a low class of labour, all the Irishmen going up with a hod. You do not see that now. They put a crane up. The first time I ever saw one of those cranes put up I wondered how it was going to serve that miserable class of labour, but I must say I think it is a great blessing to humanity that the work is done by machinery. I do not think it increased the unemployment, because far more work was done, and that absorbed all the men who were apparently thrown out of work.

Bldg
tile.

86362. Does it not come to this, that the development of work is of a character which is above this particular class? Taking the building trade, if they had nothing but brute strength to offer, and that brute strength often of an inferior kind, when these mechanical contrivances were introduced into the building trade, would it not strand a number of people who had done this inferior work?—It would as regards that one particular job, but then if more houses were built, or more work was done, or more streets paved, that would absorb these men in other directions. That is what I presume happened. A great many people were deterred from building houses because they could not afford it, but if they are cheaper they can afford it, and then more building goes on.

Chronic un-
employment.

86363. Perhaps one side of it is that the distress becomes concentrated in one district, whereas the improvement would be spread very widely?—In Newcastle, in the last year or two we have had a fund for the unemployed. They found a certain number of those men out of work, even when trade was good. Of course, as I said, the difficulty is that one does not know how to employ these men. They do make artificial work for them, but that is not satisfactory. You must always remember this, amongst those men thrown out there are always a great number who do rise out of their class, but we do not hear about them, only of those who are left behind. Supposing a hundred men are thrown out of employment, and first one and then another until ultimately sixty get work for themselves somehow, we do not speak of them but we always keep looking at the residue left behind. The death rate is far lower now than it was, and a larger number is left, which, under the old circumstances, would have been laid in their graves, and they have to be accounted for somehow and work has to be found for them.

86364. (*Professor Smart.*) You think that unemployment is concentrating itself?—I think things are going on very well. There are certain things about this particular class of men, but as I say my particular work in the world happens to be much more in trying to improve the training of the highly skilled men, than to make something of the lower skilled. Every man must do what is his work. I could tell you a good deal more about how to improve the best class of man, than I could how to help the poorest class. At the same time other people are doing that work, and I believe doing it very well. There is always a quantity of idle, good-for-nothing men left that you can do nothing with; and although they are not a large percentage, unfortunately they amount to something considerable.

86365. With regard to apprenticeship, what do you mean by legal indenture?—Our indentures are legally stamped, and the boy is legally bound. If he comes to us, and wants his indenture cancelled, and says: My father has got some other opening for me, presumably we would cancel his indentures. We think it better for everybody. We go on the old-fashioned legal indenture from beginning to end. We think it works extremely well. There is nothing in my life I look back on with more satisfaction than the way we have turned out and brought up our apprentices all through, and some of them of course rise to a much higher position in the world.

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ship
conditions.

86366. The benefit of legal indentures used to be the power of punishing if the indenture was broken.—Occasionally it may happen that some boy is doing something outrageous, but very rarely. I should say in our works the fathers treat the question with perfect indifference. The great advantage of the legal indenture is this, that the employer is not tempted, if trade gets very bad, into throwing the boys overboard. It is very difficult to get rid of a boy who is apprenticed. Your foreman may say to you: You come to me about the cost of these works, and I have all these boys about; I do not know what to do with them, I wish you would let me get rid of the worst of them. If they are bound, you say it cannot be done.

86367. You cannot break the indenture?—Not strictly speaking.

86368. Not without penalty?—I do not know; I have never tried. I forget. I would be very glad to send you one of our indentures. I fancy, if we broke the indenture, that the penalty would be to hang the boy on to us, and so we should have to keep him. There is no penalty except the boy himself.

86369. Does that carry the old-fashioned undertaking Form of on your part to train the boy thoroughly?—It is our own special indenture, drawn up specially by our lawyer, not the thing you would buy at a law stationers' shop. For example, we put in the minimum rates of wages we pay these boys, and so on. We sometimes pay them more, and we put in it about keeping the secrets, which is very desirable.

86370. What obligation do you undertake as to training the boy?—In this way; a boy is bound to be a blacksmith; we undertake to put him through all branches of the blacksmith's work that we practice, that is all we do. If the boy is tied to be an engineer, supposing he is going to be a lathe man and fitter, he is first taught the names of things, and then we put him on a simple machine, and he goes right round through the curriculum till he comes to one of the most difficult machines of the place; then he is a finished man. We always have a regular curriculum we put them to; besides that we put all the pressure we can on them to attend evening classes, which we pay for, and we also have examinations, and give prizes to them besides.

86371. You put each under a journeyman?—No, because he changes so constantly. He changes from one machine to a more difficult one, and then he changes his man. He is under a foreman, or someone who is looking after him, but the men under whom they work change constantly. They go through the whole shop, all the way round the circle, while probably the journeyman stays in one section all the time.

86372. You have never thought of having one man to train a number of apprentices?—I should not like that because in our way he gets the best man for each particular thing. First of all, he goes at his small drilling machine, and he is under the man who can drill better than any one else. Then he goes on to the planing machine, and he gets under the man who does planing better than anyone else, then he goes to the lathe and gets under the best man at the lathe. At every step he is under the best man possible. It is just like at the university you put the students under professors of mathematics and classics, each being a specialist in his own line, so you put these boys under workmen each being the best of his kind. You can only satisfactorily train a certain number of apprentices in a shop; if you get more than a certain number you run down the class of your work. You must have a large proportion of mechanics, depending on the

Sir Benjamin C. Browne. class of work. You must not take too many apprentices or else the class of work runs down.

26 Nov. 1907. 86373. Have you ever had trouble with the trade unions as regards your apprentices?—Not serious; on the whole we work together extremely well. I may say as to the engineers we have for some years past had a fixed understanding with the union. There have been disputes in some works about them of course, but we have always got over them, I think most amicably. In the majority of the works I do not think the men would complain of it at all.

Limit of number of apprentices. 86374. Are the men usually quite favourable to apprenticeship?—With the Amalgamated Engineers we have no limit as to the numbers of apprentices we should employ. Our limit is the number we can employ usefully, and I do not think that is so large that the men have any cause to complain of it. In some trades the number is a serious cause of dispute, and we do not think that is fair. We think a boy ought to be allowed to learn any trade he pleases. If you limit the apprentices in a certain trade you compel a certain number of boys to grow up to be labourers without any trade at all, and that is very hard on them.

Trades unions and technical training. 86375. Have you ever had any attempt on the part of the trade unions to stop an apprentice taking technical classes?—No, I have always found the trade union leaders join with us most cordially in approving of that. I think the best union leaders (I do not say all, because there is good and bad amongst every body) are all anxious to improve the tone and class of the men as far as they can.

86376. I am speaking of a case I know: supposing an apprentice of yours were attending technical classes in his own particular job, and he was found to be attending the technical college in another class outside his own trade union, have you ever found any objection to that?—I have never heard of a case: you mean for instance, supposing an engineer chooses to attend a class for coach-building or plumbing, I should be very much surprised and disgusted if they objected. I should say it is not their business; the boy has a perfect right to hear what he likes and read what books he likes. I have a large acquaintance amongst trade unionist leaders, and I should be much surprised if the best of them objected to it.

86377. You have no experience of that sort?—No, my experience is the other way on. They approve of our endeavours to improve the boys in every way in our power. In theory a leader in one trade ought to know something of the kindred trades also; how can he ever rise to being a manager otherwise? If a young lad out of the shop rises to the position of foreman, he has to supervise other trades than those in which he has served his apprenticeship.

Non-apprenticed boy labour. 86378. Do I understand you employ no boys outside apprentices?—I do not say that; it could not be so, because in the shipyard we do employ a number, but not a great number.

86379. What is their future?—I do not know. I can tell you they are few. Most of them, I think, get to be apprentices sooner or later, but some of them do not. Some simply drift into the ranks of the labourers. They are rather an extra class. I am an engineer and not a shipbuilder. I cannot tell much about the details of the shipyard. I know there are a few such boys, but I could not say much about them. I should look on them rather as an abnormal kind of development; it is not what I should look upon as an ideal system. If a boy is going to be a labourer he is all the better for working in the shipyard as a boy before he becomes a labourer, because he will be a better labourer and have a better chance to rise. Rivet-heaters are not apprentices; rivet-heaters are paid piecework, and sometimes the boys do say that they will not become apprentices. I have heard of cases like that; they have said: I am not going to be apprenticed and go back to 7s. a week when I have been earning more than double that.

Objection of boys to apprenticeship. 86380. Is that not pretty common?—It would be. I mean a great many boys feel like that; but the circumstance does not very often arise, I think. There is always a danger of boys getting that work; and one of the best trades unionists in the country I remember always used to impress upon me that he did not hold with employers paying boys such high wages, because, he said, it only makes the boy independent of his parents, short-sighted and thriftless.

86381. Do I understand your apprenticeship is for five Period of apprenticeship. or six years?—Five is about the average.

86382. In the fifth year what would he be earning?—12s. a week usually. We pay apprentices, roughly speaking, from 6s. to 12s. a week.

86383. Have you much overtime?—I do not like it, Overtime. but it is difficult to avoid overtime. Overtime is caused by the unexpected happening, a machine breaking down, or perhaps one piece comes in late, and you have to get up; but somehow overtime is a thing we cannot do without altogether. It is undesirable: I hope it will get less and less as the world gets older; we all think it bad in principle.

86384. Why are some employers apparently so willing Machinery to work overtime?—They defend that on this ground; and over-time. An employer may say, just this particular year we have got an enormous demand for the things we make but we do not think that demand is likely to last in the future. If we buy extra machinery it will only be employed this year; but even if we order it now very likely by the time we get it the demand will have ceased, and we should have the machinery standing idle perhaps for many years to come. They say: We cannot afford to put down more capital unless we can keep it employed with some degree of regularity. The ideal of the employer is to have regular demand and supply; if we could get it, it would make it much better both for ourselves and our workmen.

86385. Apart from that, machinery standing is a dead loss?—Yes, and it is spoiling all the time, it is getting old-fashioned and everything is against it; it is a clear loss.

86386. If you could work the machine twenty-four Advantage of overtime hours in the day it would be more profitable?—That of overtime depends on how much the machine is worth. If it is £3,000 or £4,000 certainly, if only £100, no; because the extra price you pay the men is more than the interest on the cost of the second machine. For example, supposing a man gets £80 a year, if he is working overtime he will be paid £100 a year; for the overtime you pay 25 per cent. extra for two hours. Supposing you pay him 25 per cent. extra for working overtime, that means that instead of paying the man 36s. a week I am paying at the rate of 9s. a week extra; and if it is only a machine worth, say, at the extreme, £100, I had better have two machines, both of them working ordinary time rather than have one machine being worked overtime. It all depends on the value of the machine. When you talk of overtime you must distinguish between night shifts and overtime. The men have no complaint of night shifts. If you have one working in the day and another at night the trade unions do not object to that providing it is worked reasonably. They have a great deal of objection to overtime and I think they are right. I think their case is made out in principle.

86387. The fixed charges are always running on, rent, Fixed rates, interest on buildings, and interest on plant?—charges. Yes, and depreciation, all those things which amount to a very large figure indeed taken together.

86388. You embrace them all in the one term "on- On-cost" cost"?—That is as may be. There are great disputes about that. For our purpose I should class them all in one group, but of course the percentage varies according to the class of work you are doing.

86389. "On-cost" includes a good many things more than that, you mean?—We call it all charges, roughly speaking, but there are different systems. For example, a very common way is to divide these charges into two parts, one of which is a percentage on labour. That will be the cost of keeping your shop going with your machines steam power, crane and your repairs, and to cover these things you simply put a percentage on labour. Then other things, such as your clerks and offices and all those things you put under a different head, and you make it a constant charge on material, labour, and everything else, but the fact is that all these estimates must be varied and want revising from time to time, and the percentages vary very much indeed, of course, according to the quantity of men and the machinery they use.

86390. It is in order to reduce this "on-cost" that Overtime overtime is popular with the employer?—No, the real inevitable to reason it is popular is to get the work out, that is the some extent. general rule. The time when the job is to be finished

is a great element in getting an order. A manufacturer will say: I will give you a job if you will promise to get it done by a certain time, and you have to make a very hard promise; he screws you down probably to a very restricted time. Then, if anything gets behindhand, you have to work overtime to bring it up; for instance, if you get a bad casting you have to work overtime in order to get the new casting, so as not to stop the whole job.

Penalties and consequential damages for non-delivery within contract time. 86391. (*Chairman.*) Is there usually a penalty when you do not fill the contract to time?—You have been at the Admiralty, and I daresay you know there are usually very severe penalties.

86392. But outside the Admiralty?—Yes, it is very common to have penalties, but you may also be let in for consequential damages which are much worse than any penalty. A man may say: No, I expected that machinery at a certain time and it was not there, and my mine got flooded, and certain damage has been done, and I call upon you to liquidate the damages.

86393. So that is a steady pressure?—The pressure is most unfavourable to us sometimes.

86394. As regards overtime?—The question of being finished in time is one of the things I so very much wish we could press more upon our workmen; they do not realise how very hard the conditions are about getting work finished in time. For example, when trade is very bad the only people who order goods are the people who want them very badly indeed. At the present time no one will have ships built, but if a man loses a steamer he may want a new one so as not to spoil his trade, and therefore he will want it at once. To give an instance which is of common knowledge, if you have a house burnt you want it built again as soon as possible.

Night shifts. 86395. (*Miss Hill.*) I quite see you could not afford to keep the machinery waiting, but I cannot see why often a different set of men are not put on at night to work?—If we have a night shift we do. We try at our works to keep a regular day shift and a night shift; that is all right, but to have a night shift it must be regularly organised. You cannot put a number of men on for one night, because if a new man comes on he hardly knows what to do at first, but he soon falls into it if you have an organised night shift. If it is for one particular job you cannot always do it. I am quite prepared to admit that all overtime may be looked upon as bad and wicked and a thing we hope to outlive.

Advantage of overtime. 86396. In times of depression that might be one way of bringing more people in, would it? That is not the time you want to work overtime?—One would not pay time and a quarter to a tired man if we could get a fresh man at ordinary rates. We are very heavily penalised by it; a tired man is like a tired horse. I always say a man working overtime is not worth more than half what the men ordinarily are.

86397. The employer would rather put on a different set of men at night if he could?—Yes, if he is thoughtful.

Certainly inevitable. 86398. (*Professor Smart.*) We often get an argument like this; that overtime is forbidden in the textile trade, therefore there is no reason why it should not be forbidden in other trades?—I do not think that is so at all. Can you stop yourself working overtime sometimes? Supposing you get a mass of correspondence which you cannot get through in the ordinary time you devote to your correspondence, you have to work overtime. When I travelled up to London last night, I was working overtime. I had to put in a journey to London, besides my ordinary work.

Limit of overtime. 86399. But it is forbidden in the textile trade?—I understand it is. In many of our trades it is limited. In many of our trades, or I think in fact I may say in nearly all our trades it is limited in some degree, generally speaking with this proviso, which I think is fair, that in case of great emergency you may work overtime, but not more than so much. With the engineers if I remember rightly, the limit is thirty-two hours a month. The number of regular hours being fifty-three a week, thirty-two per month, being eight hours a week, that means that four days in the week you may have two hours overtime. I think if I remember rightly with the Amalgamated Society of Engineers, which is the big society we have to deal with, that is the amount we agreed. That is

not enough to do much harm, it is not very serious. I have known overtime to be carried to an extent which is altogether very foolish indeed and blameable.

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86400. Am I right in saying this: that in consequence of the prohibition of overtime in the textile trades, when the busy times come the people put down more machinery, and when they come to slack times, the whole trade has to go slow?—Otherwise the alternative is that the price has to go up, and somebody has to go without who wants things. That means that the industry is started in other places that are not so well suited for them. My point is that we have to supply the public demand, and to a certain extent we must meet the public wants. The public wants are irregular, the public is a thoughtless and inconsiderate body. We in our capacity as public are not so considerate as we in our capacity of manufacturers or professional men, or in our industries. There comes a time when a great ball or concert is being given when all the people want to go to it, and that must mean a great strain on the cabs. Then in times of general mourning of course the dressmakers are extra busy. One must make an effort to meet these demands of the public.

Effect of prohibition of overtime in textile trade.

86401. (*Dr. Downes.*) In Paragraph 2 you refer to your speech at Gilsland; I do not know whether I am gathering correctly the gist of that. Your view there appears to be that where large numbers of people are out of work in towns there ought to be some special organisation, and that ought to be administered by the guardians?—I think the guardians ought to be the first line of defence. If there is more than ordinary organisation can cope with, the first step would be to give the guardians the control of the extra, assuming that they work with the Charity Organisation Society, and bodies of that kind. If it gets to a very large scope indeed, and gets beyond their power, we should have a larger organisation. I should make it almost so as to have a first, second and third line of defence, according to the difficulty. I think in most ordinary cases the guardians with extra help, and extra funds could deal with it.

Authority for relief of unemployed.

86402. You suggest that the ordinary regulations prohibitory of outdoor relief of the able-bodied should be suspended in such circumstances?—When you know that a man has worked when he had a chance, and when you know it is impossible for him to get work, when you know he would get work if he could, then you should give him outdoor relief of some character.

Suspension of regulations as to outdoor relief to able-bodied.

86403. What would be your check against abuse if you suspended the regulations?—Character.

86404. That would imply minute inquiry, would it not?—An inquiry which is not difficult.

Inquiry.

86405. Is that what you referred to in the words "specially organised"?—For special times some special organisation, and, if possible, through the guardians.

86406. Do you hold those views still?—Yes.

86407. In the footnote to your statement you tell us that in the winter of 1885 you administered about the same amount of money as you had in the previous winter, but the difference in the cost appears to have been about 40 per cent. Does that mean the efficiency improved 40 per cent. in money value?—No, it was not on the same scale.

86408. It does not mean that you gave the same amount of relief?—We gave the same scale, but to fewer families. In the second winter I think the people were a good deal tired of it and the working classes were not so well off, they were feeling the pinch themselves.

86409. You tell us that you had some experience, and you think in the second winter you brought things to as satisfactory a state of working as practicable?—Every-one is prejudiced in favour of his own child, but I think in the second winter we got a good system of inquiry; we did it through the workmen.

Inquiry by working men in relief committees.

86410. Would you state what that was?—We had a number of workmen on our committee connected with every work in Newcastle; supposing a man came to us for relief he was asked: Where did you work last? and he would say: I worked there for so long and at another place for so long, and so on. You got it out of them where they were before; then some of the workmen could always very easily ascertain what he was. Supposing he worked at Hawthorns for a year, they would only go and say:

Sir Benjamin C. Browne. Did this man work there for a year, and the answer would be: Yes, that is all right. If you checked them on one or two points you might assume that the whole story was correct.

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Franchise. 86411. (*Mr. Lock.*) Would you propose to take away the thing which is rather a hindrance to becoming a pauper, the losing of the franchise if these people were assisted through the Poor Law?—I am not at all enamoured about the franchise; I was disfranchised at Newcastle for several years, and it did not hurt me a bit.

86412. That question would arise on your suggestion?—I look on the vote as a very serious trust; it ought to be no advantage if you use it honestly, therefore, I cannot be sympathetic about a man not having it; it only assumes it is going to be used to the man's advantage if it is a loss to him.

Advantage of working-men on relief committees. 86413. Did this method you adopted suggest to you that the working classes might take part very much more in the administration of relief generally?—I think in the case of places of large industries, and I think in ordinary towns, they might certainly, and in country districts they might, but I say nothing about London because I do not understand London. In all other towns, I think even Glasgow, which is the second biggest town in the Kingdom, it would be a great help to have a committee of them.

86414. Possibly with their help one might reform the local administration with regard to relief outside the workhouse; at any rate if they were brought into consultation in some form sympathetically?—I think they give you a lot of useful information; certainly I found they were fairly strict and very wise as a rule. You know we have a number of workmen on things like the committee of the infirmary at Newcastle, and they are the best members we have, just about, on the whole.

Right to labour. 86415. With regard to labour at times of depression, do you think that it is at all right for us to recognise a right to labour?—No, I am quite willing if a man is hungry that I should be taxed to feed him; I am quite willing to give him a warm place to sleep in, but why I should give him occupation I cannot see. If his labour is no use why should I have his labour thrust down my throat? It does him no good. If a man is of use he can get work; if he is no use he had better not work.

Industrial training of soldiers. 86416. With regard to the soldiers who it is said are more or less to be found going about the country, do you think that the system of training them in the Army might be made so much better that they might have a better start when their time is over?—I speak on that with great diffidence; but my impression is that the great mistake they make is this: they talk about teaching a man carpentering, and they think by letting him play with tools a few evenings they make him a skilled carpenter who can compete with a man who has been through a very severe education, who has spent five or six years as an apprentice and is trained in theory as well as in practice. That is not the case. You could train him to be a useful labourer.

86417. Semi-skilful?—Semi-skilful, or useful as a labourer. For instance, you cannot make a soldier into a joiner, but you can make him into a joiner's labourer. You cannot make him into a mason, but a mason's labourer, and so on. If you teach him to use the pick and shovel, or how to wheel a wheel-barrow properly that is something. If you teach him to row a boat, that is something; if you teach him to walk along a high wall without falling off, that is a useful thing. In odds and ends of evenings you cannot complete the very serious training a man wants to make him a skilful mechanic. I should say that very few ordinary soldiers come from the class of skilled mechanics. I should say probably the fathers were simply labourers, and if they were turned out as well-paid labourers, that is about their proper position in the social scale.

Effect of Workmen's Compensation Act as regards large and small employers. 86418. Do you look forward to the number of men coming under the Workmen's Compensation Act increasing year by year?—Yes, I should think so probably.

86419. Not to any alarming extent so as to show that the Act itself is being made use of for small injuries to a degree that was never anticipated?—I am not altogether frightened about it. In highly organised works I am not much afraid of it, but I am afraid if people are not careful it may give trouble in agricultural districts.

I am far more afraid of its doing harm in this way, of its frightening small employers from employing labour at all. I think a lot of men will not employ labourers because they are afraid of the liability. If a man has got, say £150 capital and employs one man, if that one man meets with an accident the employer is absolutely ruined, and that is not good enough, the risk is too great; he says: I cannot afford it.

86420. But on the Act as it stands, there is no defence to that position; the small employer would suffer?—Certainly he would. The small employer does not understand about insurance, and if he gets a solicitor's letter he is frightened at it. He says: I know nothing about that, I cannot run those risks; and puts it away from him.

86421. That means that the Act is re-acting upon Large economic business in such a way as to render his position more and more difficult?—I think in those cases it does. The fact is this: It always seems to me that where the legislation is wrong is that they legislate for the large employer and the skilled mechanic. It will work very well for them, but as I say, the large employers are in the minority. If you define the large and small employers as men who can or who cannot pay heavy compensation claims without feeling them, I should think you might say that more than two-thirds of the working class work for small employers. Then we have the trade unions, with whom we can negotiate, and their members are all bound by our agreement; but none of these things apply to small employers.

86422. One thing that has struck one is the great unpopularity of piecework. Do you adopt that very much?—In the shipyard you will find the black squad, as we call them, that means the men that build together all the iron frame of the ship, work nothing but piecework.

86423. What is the general unpopularity of it?—All colliery work is piecework; it is unpopular in many quarters, and I think the reason of it is this: the workmen have a feeling that it is sometimes used to drive men to work harder than is good for them. That is a very great feeling amongst trade union leaders, and very likely they are right about it. There is always the danger of the man working harder than he can do permanently, and so pull himself to pieces in a few years.

86424. Does that come under your notice?—The Trades fact that the trade unions complain of it has come under unions and my notice a good deal. They have taught it to me. I piecework should not have thought of it for myself. They put great stress upon it; and I think they probably know more about it than I do, and probably they are right.

86425. With regard to this class which you say was Unemployed probably less than 3,000 with regard to the figure you able. were using at the time, the small number comparatively of the men who are hopeless?—I was assuming what I believe is something like the case, that we look upon the criminal and altogether objectionable classes as 3 per cent. of the population, and then outside them comes the fringe of these people who are not criminal, but are, so to say, neutral altogether, no good.

86426. Would you have those dealt with by your relief authority, whatever it might be?—I suppose you would have to. If that body is going on in ordinary times I think you must have ordinary organisations to deal with them; but what I do with those men now is, I do not employ them; they come under the Charity Organisation much more than they come under me. I should refer them to the Charity Organisation in ordinary life.

86427. There is the common question still remaining, are you so to treat with them that practically they are withdrawn from the market and provided with labour; is that what your aim would be?—Yes, and I have no doubt of this that obviously some of these men are always mending their ways and becoming useful, and then we see no more of them. It is like dealing with sick people, the moment they get well they are swept out of the category. The moment the man becomes useful, he goes out of that stratum; therefore we always have the unemployed with us, because the good workers are always leaving us and finding work.

86428. There would be a kind of residuum which you would permanently, by this method, bring out of the market?—It is conceivable, if we get sufficient organisation, we shall ultimately transform everybody. I suppose that is a counsel of perfection which will not happen, but until then there will always be this unemployable residuum.

86429. (*Dr. Downes.*) You mentioned to us the fact that the sailor was a man who could usually find employment?—Always in my experience.

86430. Is that by reason of his handiness?—Yes, he can do a lot of things; he can sling a thing, and tie a rope, and go up a height without falling down, and do a lot of things that other people cannot do. He can sew. You can always find a lot of things he is useful for.

86431. Have you ever considered it possible, in our system of education, to teach our boys something of the sailor's handiness?—Yes. But with regard to our boys, all you want of the large majority is to leave them alone. A large majority of the people in this country are doing their work extremely well, they only want to be left alone; you are only legislating for a small minority. That is my trouble with Members of Parliament; they want to upset all society for this 1, 2, or 3 per cent., which are not employed.

86432. I think you mentioned that a sailor was accustomed to work aloft?—Yes.

86433. Have you had any experience of training ships?—Many years ago.

86434. A training-ship with which I have something to do, some time ago had to provide a new ship, and they were very much taken to task for not going on shore, and were called extravagant because they had a ship built. One of the reasons which led to their decision was that on the sea they could still have their drill aloft. The management attached great importance to drilling aloft as giving handiness to the boys, and accustoming them to work at a height. I want to ask if you approve of that consideration in your experience of work?—Speaking as an engineer I should say there is always a demand for a certain number of men who can work up at a height, and I should say the supply when I wanted them was not greater than the demand, certainly. At one time I was engaged in building operations on a very large scale, building piers at sea, and so on, which required men who could work without any danger at a great height, and in comparatively insecure places. I would not have anybody but sailors there; they were perfectly safe. I would not have risked having a landsman there.

86435. You would have rather approved of training the boys in the way I have mentioned?—A few boys. If the number were doubled they might become a drug in the market. I do not know what the limit is. As an example, I may say we want say 250,000 engineers in the country; they are capital people, but leave them alone, we do not want them taught something else. Most people are useful as they stand. If you could teach a soldier to be useful up aloft, that would be splendid, that would make him useful at once, but as regards our boys, I think most of them are all we want them to be. They will go on being better and better on their present lines.

86436. In your suggestion that the sum of 1s. a week might be paid as a retaining fee to the advantage of the reservist, have you considered that from a trades union point of view?—I gave that evidence once before a Commission for finding employment for old soldiers. They said at once the trades unions would not stand it. My experience of trades unions is this. In the first instance their business is to object to anything which they think will make any difficulty about the normal rate of pay. If you meet them sensibly and put the difficulty before them, and say, you must either accept this or suggest something better, they will probably do either one or the other. Then you might accept that. If you make them face the problem they will solve it. Trades unions are no more unreasonable than other people. They have to look after their clients, and that is their first consideration.

86437. You are not wishing that the reservist should underbid the trades unionist?—No. The shilling is for the employer to produce them at a moment's notice, so that instead of the War Office not knowing where to find them,

they will send out and say: We want those fifty men this day week, and there will be no more trouble.

86438. So that 1s. a week might be regarded from one or other of two points, either as compensation for the employer for seeking to displace the men at times, or as deferred pay to the advantage of the reservists?—I would rather say it is this: it is the inducement to the employer to employ the reservist; but I think I said I think the poor man would look on that 1s. as of great value. If all employers can make sure of making 1s. a week on all the reservist men they employ, they would be satisfied. An employer would say: "I had better have a reservist man, because then I shall get a 1s. a week." Having got him he would try to make him as useful as possible, then the man would be useful enough after a time to stand by himself: he would have all the benefit of the training to make him useful.

86439. On the other hand, it would give the reservist a certain advantage in obtaining a place which he would not otherwise have?—It would unquestionably give him an advantage, but at present he has a very certain disadvantage. If it is unfair to have the advantage, it is equally unfair to have the disadvantage, and he has got that now.

86440. How are the men engaged in works such as yours: are they engaged by the foremen?—By the foremen practically entirely.

86441. Does it ever occur that the men have to make friends with the foremen to get a job?—I do not think so: I am not aware of that. I do not say it has never happened, but not in big works. In fact, there is such a strong pressure to get the best men possible. If the foremen happen to know each other, they ask: Do you know a man who has ever done this? Take a case in point. We have all of us had to take the opportunity of manufacturing Parsons' turbines. When we made our first turbine we got men specially from Parsons' works who were acquainted with that particular class of work. We got a few, and by and by that leaven taught the others: then they could all do that work. You have to get a few to begin with.

86442. On the question of overtime, would it be ever an advantage to a foreman to refrain from taking on extra men; would he rather go on working overtime with the available men?—The difficulty is that the men are more clumsy when you put in extra men, and by working overtime you get rid of that. To take a familiar instance, supposing you are going to have a house party for two days, it would be very awkward to take on an extra housemaid or two for that emergency. It is just like that in our works.

86443. Taking a series of years in such works as yours, would the total wages bill for a given body of men in whole time and overtime average the slack time?—The variation of wages is not very great, what varies is the number of men employed. As to the rise of wages in the last five or six years, the wages have not varied very materially.

86444. I am assuming a given body of men?—Take our engineering works, because the ship-yard is a more irregular thing. The engine works employ 2,000 or 3,000 men and the rate of wages we pay the men does not vary very widely. The regular rise in wages is only 1s. a week at one time.

86445. My point was to obtain your opinion as far as I can, how far the wage which a man may earn in full of annual and overtime would suffice to carry him through some bad time if he is paid off?—That is a different thing altogether; that is dependent entirely on the man. We have some men we never pay off. We are very unwilling to lose our men, our men are very carefully selected, each man is the best possible man at his own particular job, and it is a very serious thing indeed to lose your best men. We would much rather take orders at a loss than lose our best men.

86446. Would some of your men be able to provide by their trade unions against such a contingency at all?—Trade unions help. I presume you know what they allow. They allow so much for so many months, and a smaller sum for some other months. It does help. The trade unions also give great inducements to save money. The Amalgamated Society of Engineers has a

Sir Benjamin C. Browne. great organisation for lending their members money to build themselves houses.

26 Nov. 1907. 86447. A thrifty labourer would not be able on his ordinary wages to carry himself through more than a few months of bad time?—No, I think the position is that a mechanic is as a rule, comfortably off, but the labourer is too near the wind; the labourer's life is more anxious than it ought to be.

Insufficiency of annual earnings of labourer. Effect of raising wages of unskilled men. 86448. If the labourer's wage were made such as he could carry himself through bad times of ordinary duration, then the money for that purpose would have to come either from a capital fund or from the wages fund of the better paid workmen?—In works like ours we employ very few unskilled men; if the labourer was better paid, you would find the men were thrown out very rapidly indeed; you have to do without them; you have to exert yourself to find a means to do without this class of man, and you very often get machinery so as to have less manual labour, because unskilled labour is not profitable.

86449. Are you aware of any statistics of risks for men above the middle age, but not aged?—None

One-eyed workmen and insurance companies. 86450. With regard to the one-eyed men, is the reluctance of the insurance people to take them because they are more likely to incur accidents, or because if they do lose the other eye it is total blindness?—That is what they all say; they say both, but the second one is the main consideration; they say if the man loses the second eye we have to pay for total disablement.

86451. Would they take him at a higher rate?—Those that I know will not; I cannot speak for all insurance companies, because some will alter their policy to-morrow, or may have done yesterday; but I have always found they object to them.

Emigration. 86452. (*Mrs. Bosanquet.*) Have you any opinion about emigration as a remedy for the residuum?—I have never been on the other side, so I cannot speak with certainty, but my impression is that emigration is a very good thing for young men, a very good thing for good, energetic unskilled men, but I do not fancy it would be any good to send the loafer out. I think he would only hang about New York or Quebec and be a nuisance to everybody, the same as he is here. I know some time ago I sent a lot of men out to West Australia. They were all fairly well picked men, and they all did very well indeed and got on very well and very happily; but if you sent a man out who did not get on I think he would be less well looked after out there than here, would he not?

86453. Do you think it might be a help if for three or four years we employed an energetic emigration policy to these districts?—I think yes, if you picked out the best men who are out of work to go.

86454. So as to lessen the pressure?—Reward the energetic ones by giving them a fair start in Canada. That would be my feeling.

Industrial training. 86455. (*Miss Hill.*) I gather you would feel very much more confidence in the training of an actual industrial establishment for boys than in any training that could possibly be given them in schools?—You cannot make a mechanic in a school at all. You cannot teach a man to swim if you keep him out of the water. He may learn something perfectly well which a man can do by himself single-handed, that you may teach him in a college; but in building a ship you cannot, because it is only theory. The great point is you have to learn, first of all, for a number of men to co-operate together like soldiers, then you have to learn to handle large pieces and large weights, and carry out large processes; and a number of men must so work together that all the different parts they make will all fit together when they come together, though they have never been together before. You can teach solitary industries, but not gregarious industries.

Soldiers and sailors. 86456. The difference you find between the soldier and the sailor would be shewn by the development in the boy of adaptability and versatility and obedience and general power rather than any special training you can give them?—When I speak of soldiers, I only speak of some soldiers. A great many soldiers I find have made their way in the world and done uncommonly well. Take a case in point, I found at a house I visited some short time ago that the butler was an old soldier. I found that he had got there from the Army, and had got into an exceedingly good position. These cases are numberless. We are only speaking of the bad ones at the bottom.

86457. The sailor becomes valuable partly by his being thrown on his own resources, and getting a variety of experience?—He is necessarily taught things which are useful to him. If we had a demand in our works for a man who could shoot straight a soldier would then be of use at once, but we have a use for those qualities which a sailor learns instead.

86458. I understand you would not think it desirable to confer a vote on those people who from whatever cause are not able to provide for themselves or their families?—I do not think I am here to discuss political questions, am I?

86459. There is the great question of the disfranchisement of the men who receive relief?—I was disfranchised for some years owing to the simple fact of my works being a limited company, and I was outside the boundary. I was one of the largest ratepayers of Newcastle, and I had no vote either for the City or for the Town Council. It did not hurt me one bit. I may say this: I am absolutely hard-hearted about that. I have no sympathy whatever with all this talk about votes. If a man has got his wife and children well provided for and himself well educated what does he want to bother about a detail like that for?

86460. (*Sir Samuel Provis.*) I am not sure whether Distress you have had any personal experience with the distress committee in Newcastle, set up under the Unemployed Workmen Act?—Twenty years ago I had a great deal of experience. I was vice-chairman one year, and chairman another year. I had known of it before that. Those were the last times of any sweeping distress.

86461. I was rather thinking of the committee set up under the Act of 1905?—No, I have not; I do not like the way they work. I think it is very much playing with the whole question. I would rather help the guardians or Charity Organisation Society.

86462. You were not personally connected with the committee, I take it?—No, I have not been on either of those committees. Occasionally I may help them a little bit, but I do not like their ways of working.

86463. (*Chairman.*) Do you think it impossible for a system of municipal labour bureaux, linked up, to diminish the amount of unemployment, and distribute labour more effectually over the whole of the United Kingdom?—I should have thought myself the time for labour bureaux was rather gone by. They may do a little work, but they must not be looked upon to do a large amount of work. If a man wanted some very special trade he might find it in that way, but I have always found in these bad times, if I can find room to employ a man, I can always find a man without any bureau to help me. I do not find a number of men in one place wanting a job and a number of jobs in another place wanting men. I think a man is his own bureau, better than anyone else can be for him. I can find men better than a municipal bureau could find them for me.

86464. The lower in the social scale that unskilled labour that wants employment is, the less is its power of mobility, and the greater its ignorance. If the demand for that particular class of labour happens to contract or cease in the neighbourhood where they are, they do not seem now to have any means at all of getting themselves away from it.—When I was young one would sometimes find that trade was good in one district and bad in another district. Then there was an opening for a thing like a labour bureau to move the men from one place to another, but we do not hear much of that now. We find, for instance, as shipbuilding varies on the Clyde, so it varies on the north-east coast, and *vice versa*. We find the thing seems to move itself so rapidly that as they say, every large works is a labour bureau of its kind. Of course, the things will prove themselves. If you can hear of people who want any class of men through this, that, of course, proves the utility, but it seems to me that the men who put their names down, unless they go on the artificially made works of the corporation, do not get much work elsewhere. It may be the case, if you can show it is so. Suppose a saddler wants a journeyman saddler, he may not happen to know where to find him, because there is only a limited number in the trade; but my own impression is that he would go to the trade union to find a man; he would find the trade union the best organisation he could have.

Mr. JAMES CASEY, called; and Examined.

Mr. James Casey.

86465. (*Chairman.*) You are a member of the Newport Distress Committee, and also a member of the Newport Board of Guardians?—I am.

86466. You have been good enough to prepare a Statement which, if you will kindly hand it in, we will treat as your evidence-in-chief.—Certainly.

(*The Witness handed in the following Statement.*)

1. The first question we have to face is the different grades into which the unemployed fall. It is a problem of a series of problems. In Newport, as in other parts of the country, we have to deal with casuals, genuine workers, and loafers.

2. We have divided them into four classes:—

(a) *Class I.*—Always unemployed, consisting of tramp class. At present nothing is done to reclaim them. The casual ward should be replaced by a labour colony where the tramp should be detained for about three years, where he should be treated with kindness, but made to do ordinary hum-drum work. Thus every tramp would have the opportunity of becoming a useful member of society.

Return of vagrants relieved half-year ended Michaelmas, 1906:—Males, 6,030; females, 207; children, 89. Total, 6,326. Preferential treatment and real assistance should be given to the genuine workman who seeks the casual ward.

(b) *Class II.*—Consists of usually unemployed, of whom we may term the casual worker around the Newport Docks, whose average for a week is from one day to two or three days a week. Here you find the "broken" men of Newport. The men who are demoralised through their own fault or the fault of society. Any day, in any weather, you can see these men standing about all day for the off-chance of obtaining work. Their numbers are continually increased by the failures and inefficient from other classes. To be a casual labourer at the docks seems to be the last resource. The children of these men generally enter their parents' occupations. The son of a casual labourer becomes a casual labourer. Or, as John Stuart Mill puts it, "They remain from father to son in their pristine condition." Moreover, the number of unskilled trades becomes smaller and smaller. The occupations open to a very low grade of labour are not numerous, but the supply of unskilled labour is great. Progress in industry seems to depend on the fact that a higher intelligence is necessary. I am firmly convinced that the problem of casual labour is one of the most pressing problems before the country to-day. The casual cannot, owing to the miserable wage he receives, enjoy the benefits which a trade union or friendly society offers. He is the first to be cast off during trade depression, he is the first to seek public or private charity. During the year ended at Michaelmas, 1906, the number of labourers admitted to the Newport workhouse was 541, the majority of them, so far as I could ascertain, casuals. These men, being unskilled, find the task of securing employment increasingly difficult; they become wholly unemployed or unemployable.

What is to be done? Give the children of these men a chance. Get hold of the children at the most critical time of their lives, between the ages of fourteen and eighteen. When they leave school they are generally put into some occupation which leads nowhere. Parents do not as a rule take into consideration the long-run effects. Very often the parents sacrifice the children for a monetary consideration. (I am not speaking here of parents who are too poor to apprentice their children.)

Many of the occupations which lead to nothing are very attractive to boys—riding on the tail of a cart, errand boys, caddie boys, also messenger boys—and offer a high remuneration. But what of these lads when they reach the age of seventeen to eighteen? They are discharged unskilled, and seek work anywhere at any price. Thus the ranks of the unskilled, the casuals, and the unemployed are swelled. We must concentrate our energy on

the children. It is very difficult to train the men, it is a hard task to reclaim them, but much can be done for the children. We want a system of industrial training.

The London County Council scheme for the provision of trade schools for boys and girls is a step in the right direction.

The Jewish Board of Guardians has a committee which is doing good work. A remedy for low wages is in training the children in skilled occupations.

(c) *Class III.* consists of those who have quite lost their trade through machinery, etc., men who are willing to work but who will never have the opportunity of working again at their trade. Temporary relief is of little use to this class, because after receiving relief they are in the same position as before. Permanent good can only be effected by teaching them an entirely new trade. There are many trades in which these men could be trained without much difficulty. A most complete and careful experiment is taking place at Hollesley Bay Colony (London Unemployed Fund, 1904-5. Report of Central Executive Committee issued November 10th, 1905.) If this proves successful there are many other openings such as afforestation and the reclaiming of foreshores. Moreover, new methods of agriculture may be devised which may create a new demand for labour in agriculture. Breaking up the land into small holdings would also mean a demand for labour. We should not solve the question completely, but we could say that no man willing to work—that is, to learn a trade—need be forced down to a life of degradation below the poverty line, or fill the ranks of broken men.

(d) *Class IV.* Here we reach a body of men who claim our sympathy—the men who have public opinion on their side, and for whom the Unemployed Workmen's Act was presumably meant—the genuine workman who through no fault of his own is out of work, who seeks relief as a last resource. These men should be aided over their period of distress, because if we refrain from assisting them there is a great danger of demoralisation. The demoralisation which so easily follows any period of hopelessness and misery. Nothing so helps to break a man as the period during which he is out of work when he feels an outcast. There is every danger that he will fall into casual habits, and other evils. Unemployed Committees should have the power to tide over these men until they are able to return to their former work. But we must bear this in mind: we should do our best to prevent the danger of allowing them to depend altogether on work which is found for them. Thousands are loosely attached to their work, and if you make the conditions of relief too easy, temptation is given. The granting of assistance to those in distress is a question of thought. If we increase a man's income at the expense of the character of the man, we are taking more out of the man's life than we put into it.

3. I am in favour of old age pensions as suggested and outlined by Mr. Charles Booth.

4. Power should be given to guardians to grant small sums of money to deserving paupers leaving the workhouse to assist them in maintaining themselves for a few days while seeking employment. From my own observation I know that many are greatly handicapped for want of a little assistance.

5. I fully agree that during periods of exceptional distress guardians should have wider discretionary powers as to relief.

6. During the past few weeks owing to the amended Compensation Act shipowners are having all men medically examined prior to engagement. The result is that hundreds of men are rejected in the Bristol Channel ports, and will undoubtedly become a charge on the rates. Could not the shipowners pay rates on their valuable floating property?

7. Much good would be done if power of compulsory detention were granted to guardians with regard to women who came into the workhouse to give birth to illegitimate children.

Unemployed through introduction of machinery or other industrial changes.

Temporarily unemployed.

Old age pensions.

Grant to paupers leaving workhouse.

Wider discretionary powers to guardians as to relief.

Medical examination of workmen.

Compulsory detention of women.

giving birth to illegitimate children in workhouses.

- Mr. James Casey.*
26 Nov. 1907. 86467. (*Chairman.*) Is your Statement confined to Newport, or should you say the same conditions prevailed in Cardiff and its neighbourhood, as are prevalent in Newport?—Yes, I think you could apply the Statement generally through the whole of South Wales.
- Casual labour. 86463. Taking the unemployed, and going through them class by class, we have had a great deal of evidence on a good many points, therefore, I will only ask you questions on those where your suggestions are at all original or depart from what we have heard. Class 1 I think we can dispense with; Class 2 consists of the casually employed or usually unemployed. Is there a large number of those in Newport?—Yes, I dare say about 300.
- Nature of labour in Newport Docks. 86469. Is there much loading and unloading at Newport, or do the vessels only take a cargo one way. There is, of course, a large export trade in coal, but we have some imports in the way of iron ore, pit wood, and so forth.
86470. Is there a tendency on the part of the casual labourer, or the person who is short of employment, to gravitate down to the docks?—Yes.
- Seasonal depression. 86471. Would you say that the demand for labour there is much less than the supply?—It all depends on the state of trade and contracts. At the present time we have a great amount of shipping of coal from South Wales, and all the men are employed; but I think during the time they are making contracts, say in January or February, a lot of men are thrown out of employment; there is not the steady employment there is previous to Christmas.
86472. Do many people come in from the country in the hope of getting this employment, or has that of recent years ceased?—I think it has ceased of recent years.
- Wages. 86473. I suppose the wages per hour are high?—Yes, because the demands upon the dockers specially are very high.
86474. If they could get continuous employment, the conditions would be very different indeed?—Yes.
- Irregularity of employment. 86475. It is this want of regularity of employment that causes the difficulty?—Yes.
86476. You speak of the miserable wage, by that you mean the amount of money he earns in a week, not the rate he is paid per hour?—I am greatly taken up by the classification given by Mr. Charles Booth; he talks about the permanent men and the preference men, and beneath those are the casuals. Those are really the men I mention here—the casuals. They are the last to be given work.
- Small earnings due to irregular employment. 86477. When you allude to the miserable wage, you do not allude so much to the amount paid per hour, but to the limited amount of money which is earned in the course of the week?—That is so.
86478. What would be your designation of an unskilled trade, would it be a labourer's work?—Yes, take a man carrying deals off a ship; that man could do that kind of work, but he cannot do anything else. That is the type of man you would call unskilled.
86479. You might substitute industry for it: it does not need any particular skill?—That is so.
- Remedy is to educate children. 86480. With regard to this particular class, you think the best chance to get rid of it, or diminish it, is to educate the children so as to prevent their drifting into it?—Yes, I am greatly in favour of that.
- Uneducative boy labour usually due to action of parents. 86481. I gather from your statement that there are a great many boys who, when they leave school, drift into this sort of occupations which are not very strict in their regulations, and are very casual, by which they earn a few shillings a week?—You can apply that generally. Many parents do not take into account in the long run what will happen to their children when they are between the age of eighteen and twenty-five. They look at it merely from the monetary point of view in getting the children to earn as much as they can when taken from school.
86482. The immediate wage is of advantage?—Yes, it appeals to them.
86483. That is too apparent to the parents' eyes?—Yes.
86484. What sort of work do they do?—A great number of them, I have scores and scores of them in my mind's eye, start as errand boys with grocers and small tradespeople.
86485. It has been represented to us strongly that the evil of this system is that in so many cases the occupation ceases just at the time they become adults?—Exactly, I find that so. When these boys reach the age of sixteen, or eighteen or nineteen, most of them are discharged. People do not want these young men to do boys' work: they have nothing else for them, and they are unskilled, so where can they go?
86486. That sort of occupation is not one that trains a boy to regularity of habit?—Not at all.
86487. Were you impressed at all with the low wages of the unemployed men who came on to the distress committee. According to certain figures the majority were not those who had broken down from old age, but they were in what is generally considered the prime of life, according to age?—That is so. Yesterday we had several men calling to see the registrar, really physically fine fellows, three of them were not more than thirty.
86488. What was their occupation?—Masons' labourers.
86489. What would be your idea; would you keep some hold over these boys after they leave school?—Exactly. I think the churches could do a lot in getting hold of these boys with regard to Sunday Schools, boys clubs, and so forth. We have two or three in Newport; the Church of England, the Roman Catholics and the Free Church are doing very good work.
86490. Do you think anything could be done in the schools in bringing home to parents of the boys the necessity of finding some occupation so that their training could be adapted to the employment they would follow?—Yes.
86491. I suppose they hardly give a thought to that?—That is so.
86492. The parents' influence gets diminished during the time they are at school?—Yes.
86493. Is there the same sort of trouble about the girls, do you know? I suppose they go into domestic service more?—Yes, and into factories.
86494. Are there many cheap factories in Newport?—Yes, we have two or three factories in Newport making clothing, and all that.
86495. Do the girls get turned off at a certain age?—No, I think they are rather well treated.
86496. That you think is the most effective remedy for preventing this class becoming larger in the future?—Yes, I believe if we could teach the parents at any rate the proper idea with regard to the future of their children you would lessen the great army of unskilled in the social ladder.
86497. You hold out as an example what the Jewish Board of Guardians have done?—Yes.
86498. We then come to another class, which is rather a different class, that is the class which are rather specialists?—Yes.
86499. And have given all their time to manufacturing one particular article, or to one particular process, and in consequence of the change or development of machinery are thrown out of employment?—Yes.
86500. Has there been much of that in Newport?—Yes. Two results as far as I know follow the introduction of machinery; of course, a larger number of men may be employed through the introduction of machinery, or, as I have found in some cases, it diminishes the number of men employed, and throws a number out of employment.
86501. It might, although it increases the amount of occupation generally, contract it temporarily in the locality?—Yes. I have a case in my mind's eye now.
86502. What was the sort of machinery?—A riveting machine was introduced which displaced twenty or thirty riveters.
86503. Do they build ships on the Usk at all?—I have in my mind now a ship repairing yard, and I find that these men were displaced by the introduction of the new machines. They were semi-skilled, what you would call

fitters' helps; they sank to a lower grade in the social scale and became mere labourers.

86504. That class, if there were openings, might get employment in something similar to what they were previously engaged in?—Yes.

86505. With regard to those, I suppose the reason would be more or less that they were not actual riveters but riveters' labourers?—Yes.

86506. Now we come to the last class. What is Class 4: is it the class affected by the Workmen's Compensation Act?—Yes, I daresay they would be, because I know of a case only last week where two men told me they could not get work because contractors were afraid to give them work on account of the compensation; they were afraid to employ them, and practically they were told they were too old; they were not wanted.

86507. Should you say that there was any considerable proportion of the people who came to the distress committee who were men usually in permanent employ who were temporarily out of work. I should gather from your statement that it was not a large proportion; that they were more of the casual class?—Yes, I have figures here. Out of 469 men up to 1905, no less than 409 were unskilled.

86508. I suppose building trade labourers mostly?—Yes.

86509. The building trade has not been very good recently?—No, very slack.

86510. Is there a general impression that the Workmen's Compensation Act has diminished the age at which people can obtain employment?—Yes, there is a general impression amongst the men that that is so.

86511. Have you any figures or is that a general impression?—I have not any figures, but that is the general impression.

86512. Is that opinion largely held?—It is.

86513. What is your view about this Act? Would you wish it to be continued, and if so, what sort of alterations would you suggest?—I think the Act on the whole has worked fairly well.

86514. Do you think it is advisable to have two authorities dealing with this separate from the Poor Law authority?—I do not think so.

86515. You think machinery could be put on the Poor Law which could deal with it?—Yes.

86516. Was there a substantial difference, should you say, between the majority of those who came to the distress committee and those who applied for Poor Law relief? Was it much the same sort of labour?—I found that some of the men coming to the unemployed committee were those whom I would call very fine fellows, painters, plasterers and masons, men who came there as a last resort really; who had struggled to the very last.

86517. Taking the majority of the labourers, would they be very different from the class who go to the Poor Law?—Yes.

86518. Would you say they would be of a better class?—Yes.

86519. I understand you to say you think that the Poor Law could deal with them?—Yes, I believe they could.

86520. Have you any suggestions to make as regards the Act?—Yes.

86521. What would you say?—The Act in the first place has done a good thing in recognising the principle of unemployment. It is a fine thing to have a place where men can go and register their names when they are out of employment, where employers can send down and get those men if they want men. A case happened yesterday morning; while I was talking to the registrar a telegram came down to him to send men up to his office, because he wanted twenty or thirty men. These six who came in while I was there went up, and I believe they had work, showing the practical utility of a central place or bureau.

86522. Would you be in favour of having a regular organised system of labour bureaux or exchanges?—Yes, strongly in favour of it.

86523. All over England linked up together?—Yes.

86524. Have you any trouble with trades unionists about you labour bureau?—Not a bit as far as I am concerned. *Mr. James Casey.*

86525. Do you think arrangements could be made, as they are in other countries, by having a committee composed partly of employers and partly of employees?—Yes, I think that would work very satisfactorily. *26 Nov. 1907. Trade unions and labour bureau.*

86526. You think the commonsense of the two would enable the exchanges to be worked?—Yes, the registrar in Newport is in touch with the trades union secretaries, and he has a lot of information periodically from these men; trades union secretaries are only too glad at any time to give information. *Constitution of committee of labour exchange. Working men on committee of labour exchange.*

86527. If you had a system of that kind it would be possible to pass on your men, who were *bona fide* in want of work, from one place to another?—Yes.

86528. Do you think it would make a really substantial difference if you had an effective system of that kind all round?—I believe it would.

86529. Is there much variety in the trades now in Newport and Cardiff? I suppose there are a good many engineers in the engineering trades connected with the ship-building?—Yes. *Trades in Newport and Cardiff.*

86530. The great industry, I suppose, is the export of coal?—Yes.

86531. Are the labourers, the men who work in the docks at Cardiff, at all qualified or can anybody go there and get work?—These permanent men who are engaged in trimming coal and putting coal on board ship belong to the trades union: it requires a certain amount of skill.

86532. What is the union; the Dockers' Union?—Yes.

86533. Do no men go to the docks who do not belong to that union?—I should say they mostly all belong to the union. I have generally found in my connection with these people that the ordinary labourer could not do the work of coal trimming, because the risks are so great. It requires a certain amount of skill to stow cargo on board ships. *Membership of Dockers Unions.*

86534. What do they call the union; has it a special name?—The Dockers' Union.

86535. It has not another name on account of the difficulty of shipping and storing the coals?—I believe they call it the Coal Trimmers' Association in Cardiff, and the Dockers' Union in Newport, but the same principle applies all through.

86536. And at Barry is it the same?—Yes.

86537. There is not a very large surplus of labour at the docks is there?—There are always men hanging about waiting to be taken on. Sometimes the poor fellows are not physically fit to do it. Some cannot be taken on by the contractors because they are not physically fit to do the work. *Surplus labour at docks.*

86538. Are the bulk of the dockers engaged say four days a week?—Yes, they have, to use that phrase, to make hay while the sun shines, because some times a boat comes in and they have to work thirty-six hours together, but then they may get nothing else for the rest of the week. *Extent of employment of dock labourers.*

86539. There is a great deal of overtime?—Yes. *Overtime.*

86540. No limit?—A man can work as long as he likes.

86541. I suppose the coming and going of these coal ships is pretty regular?—Yes.

86542. So that really the dock difficulty here does not present any very special features except that there is a surplus of labour?—Yes, and the broken men from the other ranks of labour have a tendency always to gravitate towards the docks. *Drift of broken men to docks.*

86543. Do they get in your union?—Sometimes they do, sometimes they do not.

86544. I suppose the union was rather formed for the purpose of keeping them out, was it not?—I should not say that.

86545. To regulate the wages?—Yes, and for trade protection really, because I find the Dockers' Union has done a great work in raising the standard of living amongst these men.

86546. There is not much tendency for country people to come in?—I do not think so.

- Mr. James Casey.* 86547. (*Sir Samuel Provis.*) Of course, trade was very good in this part of the world last year?—Yes, and this year, too.
- 26 Nov. 1907. 86548. I think at Cardiff the distress committee did nothing at all, did they?—I do not think they did.
- No depression in Cardiff. 86549. They did not even open their register?—I do not think they did.
86550. You did open your register at Newport?—Yes.
86551. Did you do anything in the way of finding work for the men?—Yes; the corporation committees helped us considerably in that matter.
- Work provided for unemployed. 86552. They provided something?—Yes, for a great many of our men: making new roads, and renovating the town hall—plasterers and painters and that sort of thing.
- Occupations of unemployed. 86553. I see from a Parliamentary Return that the people that you had were all either connected with the building trade or else engaged in casual labour; but by far the greater proportion belonged to the building trade?—Yes, of the unskilled classes who came before us.
86554. What did you do with them when you provided work for them; did they make roads?—We have two or three builders on our committee, and they helped us considerably in these matters; they took them on. Sometimes we found the men were very old and they could not do as much as the young men alongside of them; and, of course, they had to be dropped.
- Inquiry. 86555. Did you examine the cases of the men much when they applied for labour?—Yes, they had strict investigation.
86556. I see you did not reject a single one?—No.
86557. You had 239 applicants, and apparently they were all passed?—Yes.
86558. You did make careful examination of them?—We did.
86559. You had the record papers filled up?—Yes.
- Quality of applicants. 86560. Would you say that the people who applied to you were all people who really were out of work and desirous of obtaining work?—Yes, nearly all; I think they came there as a last resort.
86561. Not people who would be desirous under ordinary circumstances of going for relief?—No.
- Ages of unemployed. 86562. With regard to the ages of them, I see that the larger number of men are between twenty and thirty; there were seventy between twenty and thirty, which seems to be the largest number you had. Could you account for that at all?—I was very much taken up by the evidence of the previous witness, and some of the questions put by various members of the Commission with regard to the Militia. I find that men when they go for their training lose their employment. When they come back their places are filled and they cannot get work; that very often happens.
- Military service. 86563. Does that account for the people coming to you?—I had a case yesterday, where a man of thirty has a wife and two children dependent. He was working at Abertillery, and he had to go to the Militia; and he lost his employment; I find this very often happens.
86564. They do not keep their places open for them?—No.
- Queen's Fund. 86565. (*Mr. Patten-MacDougall.*) Did you get a portion of the Government grant for the unemployed last year?—The committee received two instalments from the Queen's Fund.
86566. That was the year before. Did you get part of the grant last year?—No, I do not think so.
- Voluntary contributions. 86567. You suggested some alteration of the Act if it be renewed. Have you considered whether at present, in order to qualify for a Government grant, you have to provide certain voluntary contributions? That is so, is it not?—Yes. We have advertised in our local press for money.
86568. Did you get any voluntary contributions?—There was a very poor response indeed.
86569. Do you think that is a matter which would need consideration in the event of the Act being renewed?—Yes, and I will tell you why: The men would not register their names when they knew the committee had no money and no work to give them.
86570. What did you find was the objection to voluntary contributions? To whom did you apply?—To the general public.
86571. What was the feeling of the general public? State funds. That the State ought to provide the money.
86572. And the State having provided a certain amount of money, they did not see why they should contribute. Was that the general feeling?—Yes.
86573. And, accordingly, you think in the event of the Act being renewed that that necessity for voluntary contributions should be omitted in future; is that so?—Yes. *Amendment of Unemployed Workmen Act.*
86574. Are there any other alterations which you suggest?—As I said to the Chairman, I am greatly in favour of the labour bureau, a place where man and master, as it were, can meet, and labour become more mobile.
86575. Anything else? At present under the Act is it not the case that a man must have been resident for a certain period in the place where he is to get relief?—Yes.
86576. Have you considered whether that is a condition that ought to remain?—I think it ought to remain.
86577. You think it ought?—Yes.
86578. Then as to his having previously received poor relief. That is also a condition: that he is not to be a man who has hitherto had poor relief, or within a certain period? Have you considered whether that is a proper factor as a qualification for getting benefit under the Act?—I believe the class of men who came to our committee the last two-and-a-half years are really men who came there as a last resort, and who would not go to the guardians on any consideration.
86579. Accordingly your inclination would be not to omit any such condition?—To keep these men from the guardians; to let the unemployed committee do it.
86580. (*Miss Hill.*) I see you say that during the past few weeks, owing to the amended Compensation Act, ship-owners are having all men medically examined prior to engagement. Have you known of other instances of that; is that general at all?—This is happening all through the Bristol Channel ports; at the present time there is a great agitation in South Wales against this, because they find that men say when they are getting rather old the medical officer will not pass them, and the result is they come before the workhouse committee. I am a member of that committee; and I have had before me I dare say twenty or thirty cases. *Medical examination.*
86581. Does that apply to men if they are taken on for short periods?—I believe it does.
86582. Does it apply at the docks, do you know? They are taken on by the hour at the docks, are they not?—This being medically examined only applies really to the sailors and firemen.
86583. You say there has been a very small response to the appeal for funds?—Yes, to our committee. *Funds in aid of unemployed.*
86584. Do you think that has been wholly from the point of view that the State should meet the whole expense, or do you think there has been any dissatisfaction about the result of the previous years' working?—The general impression is that the State should provide the funds.
86585. That you think is the main reason?—Yes.
86586. It is not that the people have thought that those who would not work have got help, and so on?—No, I do not think so.
86587. It has simply been, you think, as far as you can tell, the result of the idea that the State should do it?—Yes.
86588. You think the people of Newport as a rule are inclined to take the view that the State should take the responsibility of providing the relief, or giving work to everybody independent of the Poor Law?—Yes, I think that is the general feeling.
86589. You think that would be pretty general in Newport?—Yes, I think it would.
86590. (*Mrs. Bosanquet.*) Have you emigrated any Emigration men?—No.

86591. Have you ever thought of emigrating them?—No.

86592. Would it not be a good way of diminishing the surplus, if there is a surplus?—Yes, in some cases. The Hollesley Bay scheme, which I have mentioned in my evidence, has been incidental in starting a good many men in Canada who are doing well.

86593. Have you any feeling against emigration yourself?—Yes; I do not like the idea very much. I believe there are other methods.

86594. You do not approve of the Colonies—of Canada?—Yes, I do.

86595. Why should not the men go to Canada?—Because there are other ways of finding employment for them at home.

86596. You think there is plenty of work at home?—Yes. Under a well-organised system there would be.

surplus of
labour.

86597. You do not think there is a real surplus of labour?—There is a surplus of labour at home; but I do not like the idea of emigrating people.

86598. You cannot tell me why you do not like it?—I am afraid I cannot. *As to this the witness subsequently sent the following remarks:—*"Why I dislike emigration on a large scale is because I think that our own land thoroughly and scientifically cultivated, would sustain a much greater population than we now have. (See "Fields, Factories and Workshops," by P. Kropotkin. Also, Departmental Committee Report on Forestry, 1902.) Emigration has crippled Ireland."

authority to
deal with
unemployed.

86599. (Mr. Chandler.) Did I understand you to say in answer to the Chairman that you preferred one authority for dealing with the work now done, or attempted to be done, by the distress committees, and Poor Law work generally?—One committee to deal with the whole thing, the unemployed and the guardians.

86600. Did I understand you rightly; that is what I thought was the purport of your answer to the Chairman: that you preferred one authority for dealing with those two subjects, the Poor Law and the relief of distress arising through want of employment?—I believe a committee composed of trades unionists, say of men and of masters, would be a very good thing.

86601. You still hold that it requires a separate committee for dealing with that phase of distress; is that your view?—I am rather inclined to favour that view.

provision of
relief of
unemployed.

86602. Have you any suggestions to make as to any improvements on this present method. I see you are a member of the distress committee, and have had some experience of Newport?—We are greatly handicapped by lack of funds. That has been the cry of every distress committee all through.

86603. These schemes which you define in your description in Clause 3, you think, were the necessary land forthcoming, could be put in operation by the distress committee?—Yes, I think so. There is an agitation in Newport for more open spaces. If we had the funds we could employ these men who come to us in providing those open spaces.

86604. Do you suggest that the funds should be contributed by the State for that purpose, seeing that it has failed through voluntary effort?—There is nothing else to do.

migration of
workmen.

86605. (Mr. Gardiner.) Did your committee migrate many men?—None.

86606. Do you believe in that?—Not to a large extent.

86607. You do not believe in helping a man to get work by paying his fare to Liverpool, if there is a job there for him; you would sooner he stayed in Newport?—Yes; that would be rather an expensive way of dealing with this problem.

provision of
funds for
relief of
unemployed.

86608. When you said to Mr. Chandler just now that the funds should be provided by the State, in what way should the State provide them?—As I said before, our committee has been greatly handicapped by the want of money. We have made an appeal, but it was not responded to.

86609. You said just now that the State should provide the money; and all I wanted to know was what particular source of revenue?—I am afraid I have not gone into that question yet.

86610. (Mr. Phelps.) You have been a guardian for *Mr. James Casey.* some time now?—Four years.

86611. Have you paid much attention to the tramps in your house?—I have paid much attention to that particular problem. 26 Nov. 1907. Tramps.

86612. Have you gone into the history and antecedents of some of them?—I have.

86613. Have you found many what you would call genuine working men amongst them, for instance, belonging to Class 4, or even to Class 3?—Yes; we had a conference last month, and I represented my board at that conference.

86614. Where was that conference?—At Newport. Increased Perhaps the figures will show the enormous increase in number of tramps for the last few years: In 1901, 2,569 tramps arrived at Newport; in 1902, 4,394; in 1903, 5,971; in 1904, 8,393; in 1905, 10,216; in 1906, 13,937; in 1907, 12,750; so you see it is a serious matter with us in Newport.

86615. Have you found amongst them people who, after inquiry, have proved to be *bona fide* working men?—I made a special study of that point, and I found genuine men from my own observation, and coming into contact with these men, and tracing them, that at least 30 per cent. are genuine working men.

86616. What is the scope of your inquiry into their antecedents?—I came in contact with these men in the casual ward. I met them coming in and going out. I also had the help of the superintendent of the casual ward, who has been at this particular post for twenty or thirty years. Extent of inquiry.

86617. Have you corresponded with their references at all?—As far as I could I have traced them up.

86618. Have you done that in many cases?—Not many, twenty or thirty.

86619. What proportion of those you corresponded with have turned out *bona fide* working men?—Out of the whole number I say we get 20 to 30 per cent. of genuine working men.

86620. Out of the number whose antecedents were inquired into, what number proved satisfactory *bona fide* working men to your mind?—I should say 20 per cent. would prove themselves satisfactory.

86621. Were you able to find any work for them?—No.

86622. Where did they come from?—All parts of the country, really. Place of origin of vagrants.

86623. Was that in consequence of rumours of a great boom in Cardiff or Newport?—So far as Newport is concerned, they have been building an extension of the docks there; and that drew a large number of these men down towards Newport. That is the reason I put the amount at 30 per cent.; a good many are navvies seeking work at the docks. Cause of inflow of vagrants.

86624. Under ordinary circumstances, do you think in an ordinary casual ward you would find many genuine working men?—Yes; at least twenty out of every 100, as far as my experience goes.

86625. You think one of the remedies is to take more care of the children. Should you be prepared to see the age at which children leave school raised?—I am in favour of that. Raising of school age.

86626. If you took the whole of Newport would you find that popular?—If it depended upon the popular vote, the same as the introduction of machinery, it would go down; they would not be in favour of it.

86627. Do you think it would be difficult to carry a measure of that sort? Supposing a candidate for Parliament were pledged to propose the raising of the school age another year, would they be dead against it?—I think you could educate the people to see the justice of that demand, and they would vote for that Parliamentary candidate.

86628. Have you any experience of continuation schools?—A good deal. Continuation schools.

86629. Have you found them successful?—Very successful, and very helpful.

86630. You heard what the last witness said with regard to the difficulty of educating artisans?—Yes.

- Mr. James Casey.* 26 Nov. 1907. Interest of employers in technical instruction of apprentices.
86631. Do you think you have got over that at all in Newport?—The large employers take a great deal of interest in their apprentices, and they let them off to go to the technical schools, and encourage them in every possible way.
86632. Is apprenticeship common in Newport?—Yes, amongst the skilled workers.
86633. With regard to the people who are the children of unskilled workers, what do you think you could teach them which would be of use to them from the point of view of getting them employment?—Besides teaching them reading, writing and arithmetic, or the Three R.'s, as we call them, the child should have in his mind from, say, twelve years of age, what he is going to be; say a carpenter, a plumber or a joiner; and it should be impressed upon the parents, if they could, to make sacrifices for the children.
- Industrial training.
86634. Could you arrange in Newport in any way that particular industries should be taught in continuation schools?—I do not think you could at the present time.
86635. You could only teach them the general substratum of all arts and crafts?—Yes.
- Able-bodied men in workhouse.
86636. Have you many able-bodied men in your workhouse?—Not this last six or seven months, because we are getting rather more strict, because we have so many demanding to come in there that we feel we must make a stricter investigation really.
- Teaching in workhouse.
86637. Have you ever tried the effect of introducing a teacher into the able-bodied men's ward?—A good deal is done by the society called the Brabazon Society in teaching men to make mats, and so forth.
86638. Do the able-bodied do that?—It all depends on what you call the able-bodied.
86639. You have not many that are able-bodied?—No.
- Military service for children.
86640. Do you think if all these children were put in for a period of military service that it would be a benefit to them?—It might bring discipline into their lives; but I do not find the Army man an extraordinarily good workman after all, somehow or other. That is my experience; but I do not want to be dogmatic on the point.
86641. Looking at the great waste which you notice in young people, the amount of activity which runs to waste, do you think that is one of the possible remedies, and that compulsory military service would raise the level of the class?—I think it might be tried, anyhow.
- Witness's experience of country life.
86642. You say with regard to various other things, that Hollesley Bay has been a most complete and careful experiment, and if this proves successful there are many other openings, such as afforestation and the reclamation of fore-shores. Have you much experience of country life?—Not much.
86643. Have you gone into the question of afforestation?—I must say I have a general knowledge of it.
- Afforestation.
86644. Have you formed any estimate as to the number of people you could put on to doing that?—I have not estimated it, but it seems to me there is no administrative difficulty in the way; it would be practically opening up a new industry and you would not interfere with any other industry in the country. *As to this the witness subsequently sent the following remarks:—*"According to Mr. Munro-Ferguson, who acted as Chairman to the Departmental Committee on Forestry, there are some 15,000,000 acres of mountain and heath land, used for the most part at present for light grazing and as shooting grounds, from which suitable sites for afforestation may be selected. Climatic conditions are favourable. The timber supplies of the world are decreasing, and our demand for timber is increasing. Professor Schlich calculated that to produce the timber we import at present would need the afforestation of 6,000,000 acres, and maintained that those 6,000,000 acres could be provided if the waste land were drained and prepared. He goes on to say that, if these 6,000,000 acres were afforested, in the next twenty years the planting would employ 15,000 labourers, and that when the forests were created, they would give steady employment to 100,000 labourers."
- Labour colony for able-bodied casuals.
86645. What would be your idea, that you would take, say, an able-bodied man from your casual ward and send him to your labour colony?—Yes.
86646. How long would you think it desirable to keep Compulsory him?—I would advocate a system of compulsory detention; I would keep him at least twelve months, and no longer than three years; treat him with kindness and all that sort of thing, but give him a chance to be turned into a useful member of society again.
86647. What would you do with his wife and children if he had any?—That is a point I have thought about, but we have not come to a very fixed conclusion yet.
86648. Do you think you could prepare a man of that sort or fit him to be a peasant proprietor?—Yes, I think you could in time.
86649. You think they have self-reliance enough?—Yes, I think they would get accustomed to the work after, say, a year or two at the labour colony.
86650. Did you hear what the last witness said about the importance of the small employers, and how very numerous they were?—Yes.
86651. Is that common in Newport? Have you many people working for an employer of whom they are the sole employee?—No, the system at Newport is the system we are getting all over the country of concentration of labour and capital into a very few hands.
86652. The majority of your skilled workmen are all working for large companies?—Yes.
86653. And even the unskilled?—Yes, even the unskilled now.
86654. You have not many domestic workshops now?—No, very few.
86655. Do you think that the supply of casual labour is helped by the reliance put on Poor Law relief. Do you think the people become indifferent to their work being continuous and drift into being casual labourers, because they know they can rely on coming to the Poor Law?—Some adopt that method, but not all.
86656. How should you propose to deal with that, how would you cut that off?—I am greatly in favour of the principle laid down by the Commission on the Poor Laws in 1834, that the condition of those relieved should be less desirable.
86657. You think that is sound on the whole?—That is a sound principle to work on.
86658. Is that the result of your experience as a guardian?—In what way?
86659. Has that conviction been brought home to you by your experience as a guardian?—I think it has.
86660. You did not feel that so strongly when you went on the board?—No, we all have to learn.
86661. (*Professor Smart.*) You seem to have rather an unhappy experience of dock labourers in Newport?—Yes.
86662. Are there no regular dockers?—There are the permanent men and the preference men, and then below them come the casuals.
86663. It is only the casuals you are speaking about here?—Yes.
86664. You say the only remedy for Class 3 is to teach them an entirely new trade, and then you speak of afforestation and the reclamation of fore-shore?—Yes.
86665. Would these teach a man an entirely new trade?—I believe they would.
86666. Is it not simply finding an occupation for the men; it is not teaching them a new trade, is it?—You can put it in that way, if you like; finding occupation for them.
86667. You say that Class 4 should be tidied over: "Tiding over now how can you tide over highly skilled artisans by giving them unskilled work?—We had a man before us yesterday at the registrar's office; he was a good man at his trade, a mason. Supposing the corporation at Newport kept the renovation of the town hall for the slack months in the winter, when there is distress in the building trade, they could give this man a month or six weeks' labour that would tide him over."
86668. That only applies to a few trades?—Yes.
86669. To tide a man over it would have to apply to all trades, would it not?—I expect it would.

86670. That is the eternal difficulty, is it not, of tiding over skilled labour?—That is the difficulty. *As to this the witness subsequently sent the following remarks:—* “Assuming the Unemployed Act is renewed, and having the necessary power, Committees may adopt the *Experimental Method*, in dealing with this difficult point. Several schemes may be tried, and having the lessons before them gained by experience, they could enforce the one with the balance of advantages.”

86671. (*Mr. Bentham.*) Had you in mind at all giving them money when you were suggesting in your statement “that men should be tided over.” Do you object to such a course, or to put it the other way, do you advocate it?—Take this case of the mason to whom I just referred, who was at the unemployed committee yesterday. He is a mason with a wife and six children dependent; that is absolutely true, and he has been out of work for three weeks. The man says he does not want to go to the guardians, he came on to our bureau to try and get work. I was there when his record was being taken down, and I see no reason why in a case like that they should not help that man in a period of distress. Say it is done on loan.

86672. Give him something on loan?—Yes.

86673. Really that would be forming the distress committee into a sort of relief agency?—There is a danger in that.

86674. It would only be dissimilar to the guardians, because of the reputation the guardians have: it would be really doing the same thing by another body?—Yes, I suppose it would.

86675. What reason is there for that? What advantage would there be?—Supposing that man cannot get any work, that man to whom I have referred, is there not a great danger of that poor fellow being demoralised?

86676. I grant that difficulty, but so long as the State is going to give him money, does it matter which agency gives it; would it not be equally demoralising?—I do not think you could call it demoralising if he came as a last resort.

86677. Whatever the authority was he would get it?—Here is my difficulty, you have this man with his wife and six children; this man, as he told the registrar and myself yesterday, has pawned the things out of his house, the man cannot practically starve. It seems to me you must help that man; if you can find work for him, all the better; that is what we want.

86678. There is already machinery for providing that; there is the Poor Law providing for the people who are in want of the necessities of life. What objection is there to that man going there?—He did not like the idea of going there; I put it to him.

86679. You cannot tell why, can you?—No, I could not tell why. There comes in the point; if the unemployment committee had work to give this man he would not want a money payment at all; what the poor fellow wanted was work.

86680. You have said you could not see how work could be found for every man who required it; you said it is a most difficult thing?—That is a difficult thing.

86681. With regard to vagrants, you made a statement that something like 30 per cent. of the vagrants are *bona fide* working men?—Yes, that is owing to the peculiar facts with regard to Newport. As I said before, the new docks there draw men from all parts of the country.

86682. How did you arrive at that conclusion? You said just now it was by observation. I want to know if you took any particulars of the cases as they came in; if you ascertained whether they had been on the road previously or not, and other information; whether you properly tabulated it in order to come to that decision, or is it a mere impression?—It is not a wild impression; I did not come to it without some investigation, because I observed these men going into the casual wards and coming out, and I talked to them, and afterwards saw these men at the docks seeking work.

86683. It is difficult to generalise in that way and form any percentage?—Yes.

86684. Because one can deceive oneself with regard to the number?—Exactly.

86685. You do not know how many of these men who passed through your casual wards in a given time had been in the casual ward before?—No, I could not say.

86686. You do not know how many had been in the casual ward at Newport?—Some whom I had conversations with had never been there at all.

86687. Did you take any means to ascertain accurately how many had been there before?—No, that was the general impression I had.

86688. Had any change in the method of dealing with the vagrants taken place between 1900 and 1907?—No, we had the same system in vogue in Newport.

86689. Was the same system in vogue all the time you were a guardian?—Yes.

86690. No change at all?—No.

86691. Was there any change in the taskmaster?—No.

86692. Nor the task of work?—No, not that I am aware of.

86693. You advocate in paragraph 4 making small grants of money to certain people on leaving the workhouse?—Yes, at the present time we have a dispute in Newport with regard to foundry workers; there is a kind of lock-out there; and I know now that some of these poor fellows are suffering, and the wives, and those dependent on them. In fact there has been an appeal made to the public for funds to help these poor people. If a guardian was a guardian in the true sense of the word he would make an investigation amongst these men, and find out who wanted a little assistance, whether in kind or money, and he would give it on loan; and that would help them over this anxiety.

86694. I think paragraph 4 deals with another point, it is on giving a little monetary relief to persons on leaving the workhouse?—Yes; for example, take a hawker who comes into the workhouse, we have had two or three there. It would help that man if you bought him a licence, and gave him a pair of boots and a shirt, and so forth.

86695. And a few shillings to buy a basket?—Yes. We have done that on two or three occasions, and it has worked very satisfactorily. We have had them come back and return the money we gave.

86696. Supposing he had sold his basket, and came back in a week or a month, would you give him another?—I do not think he would deserve it.

86697. It would all depend on the character of the person?—Yes.

86698. You would have to have very strict investigation as to the character of the person?—It seems to me into the more investigation you make the more you can arrive at the truth, whether the case is deserving or not.

86699. Would you make the grant conditional on their conduct in the workhouse, the value of the work performed, or something of that kind?—Very often at our committee an old man, say, applies for a pair of boots, and the workhouse master is asked: What sort of character does this man bear? And if his answer is good, they say: Then he shall have his pair of boots, or shirt, or pair of trousers, as the case may be.

86700. What you feel is that a person leaving a workhouse is in a hopeless position with no work and no money, and that it is very difficult to make a fresh start?—Yes.

86701. You realise also the difficulty on the other side; if you, as a matter of practice, had to give money to people on discharge from a workhouse, it might be an inducement to them to come early to the workhouse again in order to get another subsidy?—Of course, we have to pick our way in these matters.

86702. You say in paragraph 5 you would give, in periods of exceptional distress, discretionary powers to the guardians with regard to relief?—That would refer to the statement I made just now with regard to foundry workers. There is a period of exceptional distress with regard to the foundry workers.

86703. What sort of discretion were you thinking of?—I mean to say, you could give them orders for food, and all that.

Mr. James Casey.

26 Nov. 1907.

Vagrants.

Loans to paupers on leaving workhouse.

Investigation into character.

Increased powers of guardians as to out-relief in periods of exceptional distress

Mr. James
Casey.

86704. You can do that now, can you not?—I think we are rather hampered.

26 Nov. 1907.

86705. In what way are you hampered?—It all depends very often on the composition of the relief committee.

86706. That is a question of the committee, not of the rules and regulations under which you work; it is purely a local affair, is it not?—Yes.

86707. You have power now to relieve an able-bodied person and his family according to the needs of the family?—Yes, I think we have.

86708. I asked what additional powers you were thinking of?—I cannot bring to my mind now what I had in my mind at the time I wrote that.

86709. In paragraph 7 you advocate the compulsory detention of young women who give birth to illegitimate children?—That is a point that some of us on the workhouse visiting committee feel very strongly indeed. *As to this the witness subsequently sent the following remarks:*—"Particularly to those who may be classed among the 'ins-and-outs.' The partially weak-minded women who go out of the house and return to it pregnant. The poor girl who has not the protection of her own home. We have had to deal with several at our workhouse committee."

86710. You do not mean for life, do you?—No, but a period in order to reclaim these people, if we could send them to some home.

86711. What you want to do is to reclaim the person?—Yes, that is the idea.

86712. Would detention really do it?—Yes, I believe it would.

86713. (Chairman). You do not mean necessarily detention in the workhouse, but detention in some home?—Yes, as it is now these women can take their discharge at any moment.

86714. And come back again?—Yes.

86715. (Mr. Bentham.) After you have detained them for a period it would be looked upon as imprisonment almost, and when they take their liberty they might come back again; there is really no cure, is there?—If you have a good staff in the workhouse, if you have a good matron and workhouse staff, they could inculcate good ideas into them.

86716. They mix with the other inmates now, I suppose, Segregated so it would be necessary to keep them apart from the other inmates?—Yes.

86717. Is there accommodation sufficient for that in the Newport workhouse?—I think we could do that.

86718. What you aim at is reclaiming the woman?—Exactly.

86719. Would it be done best by detention in a workhouse or other institution, or by handing her over to parents or friends?—Yes, both, and incidentally to care for the child when born.

86720. Quite an amount of that work is done now; in some workhouses no woman of that kind takes her discharge without a friend being found for her, and provision for taking care of the child?—It all depends on the committee.

86721. Does it not occur to you that that is a good work for charitable workers?—Yes.

86722. Have you ever attempted any organisation of Charitable workers for that purpose?—We have a committee of ladies.

86723. For this purpose?—Yes, they do all they possibly can.

86724. If they did the work well there would be no need for detention, would there?—I would rather the guardians had power to detain.

ONE HUNDRED AND THIRTY-SIXTH DAY.

Monday, 2nd December, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (Chairman).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.

Mr. J. JEFFREY (Assistant Secretary).

Mr. THOMAS SMITH, called; and Examined.

Mr. Thomas
Smith.

2 Dec. 1907.

86725. (Chairman.) You are, I understand, the Mayor of Leicester?—Yes.

86726. You have been good enough to prepare for us a paper which we may take as your Evidence-in-chief?—Yes. (The Witness handed in the following Statement.)

Qualifications.

Experience
of witness.

1. Formerly General Secretary of the National Union of Shoe Operatives. Still a subscribing member of that union. Have all my life been in close touch with the Labour movement. At present I am Mayor, an Alderman, and Justice of the Peace for the County Borough of Leicester, Chairman of the Distress Committee, Superintendent Registrar of Births, Deaths and Marriages, and Correspondent to the Labour Department of the Board of Trade for the Leicester and Northampton District.

Note.—I have no authority to give information as a representative of the Board of Trade, and request that my report should not be viewed as coming from me as the local representative of the Board of Trade.

Unemployment: Its Extent in Leicester.

2. See returns herewith for numbers registered at the distress committee's labour bureau for January, 1906, and January, 1907, with summary of trades, etc. (Appendix No. CIV.).

3. It is right to say that these returns do not account for the whole of the unemployed in Leicester, inasmuch as the members of trade unions do not as a rule register at the bureau, and some non-union men decline to register, because they object to the rigorous investigations of their cases, and others because they say the distress committee is unable to find them employment.

Unemployment: its extent in Leicester. Returns submitted with statement do not account for whole of unemployment.

Unemployment, and if Chronic or Periodic.

4. Distress from want of employment (more or less) has existed in Leicester, mainly during the winter months for the past ten years, and may be said to a large extent to have become chronic with a certain class of artisans formerly engaged in the shoe, hosiery, and building trades.

Source and Basis of Information.

5. The opinions expressed in this report are based generally on a close personal observation and experience (extending over thirty years in Leicester) and upon information obtained from representative employers of labour, trades union officials, members and officials of the town council, board of guardians, persons holding official positions (and otherwise) connected with the social, political, co-operative, friendly, building and religious societies, and savings banks in the borough, and as chairman of the Leicester Corporation Distress Committee, established under the "Unemployed Workmen Act," 1905.

Some Main Causes of Unemployment.

6. The wholesale installation of labour-saving machinery in the principal industries (the shoe and hosiery trades), the older shoe operatives being displaced earlier in life than formerly by younger hands.

7. The substitution of the system of payment by piece-work for that of weekly wages in the finishing branch of the shoe trade has displaced about a third of the adult labour formerly employed in that department of the industry.

8. More complete system of factory organisation and the concentration of the shoe and hosiery trade in fewer and larger establishments.

The crowding out of the smaller firms, resulting in the employment of a less number of male adult workers, notwithstanding that the average yearly output of work is as great, if not greater now, than formerly.

9. The gradual removal of trade, especially the manufacture of lower grade goods which could be made by the less skilled workmen who form the bulk of the unemployed in the borough, to the villages and towns in Leicestershire and adjacent thereto.

10. The desire of manufacturers to obtain cheaper land, escape higher rates, and to obtain more freedom from alleged restraints of trades unions.

11. The continued depression in the building trades.

*SOME GENERAL EFFECTS.**Manufacture of Inefficient.*

12. The modern factory system tends to the creation of inefficient workmen. There is no apprenticeship or systematic industrial training. Young people are put to machinery, become expert in one particular operation or sub-division of labour, and learn nothing of the fundamental principles of the trade in which they are engaged. Under such conditions only a small percentage become intelligent and competent workmen. It is this class of operative who is first to be discharged in slack seasons, and being unable to adapt himself and turn his knowledge to any other branch of industry, drifts into the unemployable class, and not infrequently becomes numbered amongst the labour-test men.

Effect of Earning High Wages too early in Life.

13. The facility with which young people are able to earn high wages—frequently as high as adult workers—has led to extravagance in dress, a desire for plenty of amusements, and to the growth of the betting mania. To a certain independence of action, a lowering of the respect for parental guidance and control, and, in girls, of any desire for domestic training or respect for home life.

14. To early marriages incurring home and family responsibilities without a proper appreciation of their duties and consequences. To the increase of married women workers in the factories.

15. Incidentally it has also had the effect of reducing the working life of the adult male worker, whose services are now frequently dispensed with between the age of forty to fifty years. These men, having no prospect of again obtaining employment in their own trades, seek

work as casual or general labourers, and drive out other and older men who have hitherto earned a livelihood by casual and light jobs, just sufficient to keep them off the Poor Law.

Mr. Thomas
Smith.

2 Dec. 1907.

High Rate of Pauperism in Leicester.

16. The general effect of the lax opinions engendered by the social and economic teachings during the last few years has been to discourage the incentive to thrift. To discount effort to make reasonable provision while in work for times of sickness and unemployment. To foster selfishness, to weaken the sense of individual and family responsibility, and to encourage the shifting of the burdens of life from the individual to the community. To make it easy to obtain help from the Poor Law, sufficient regard not being given to the collective income of the family or the aggregate weekly wages coming into the home. Comparing the percentage of unemployed at Leicester with that of similar industrial centres, and considering the general prosperity of the town, Leicester's abnormal position in the rate of pauperism per head of population would probably in a large degree be accounted for by the reasons stated above.

Thrift discouraged by modern social and economic teaching.

Loss in Rents, Rates, etc.

17. Largely as a consequence of the migration of the trade from the town, there are at the present moment upwards of 3,000 houses, shops and factories to let in Leicester. The estimated annual loss in rents (and reduced rents) to landlords is approximately £60,000 to £80,000; and in rates to the borough, £25,000 to £30,000.

Loss in rent and rates owing to migration of trade.

Working of the Unemployed Act, 1905.

18. The Act has been useful as providing machinery for registration, investigation and classification of the unemployed, but without the financial assistance from the Queen's Fund, the grant from the Local Government Board, and the voluntary subscriptions raised locally, comparatively little work could have been undertaken for the unemployed which would not under similar special circumstances have been provided by the Corporation.

Limited usefulness of Unemployed Act.

19. Under the Act the distress committee is powerless in respect of providing work for the unemployed, and, so far as Leicester is concerned, employers have not, to any great extent, made use of the labour bureau for obtaining the labour they required, the prevailing feeling being that those registered were mostly of the less skilled and unreliable type of workmen who made use of the bureau in order to obtain casual and not permanent employment.

Distress committee cannot provide work, employers and labour bureaux.

20. The Act should be made compulsory in all boroughs and counties, and a much more complete system of intercommunication set up between the bureaux of the several authorities throughout the country.

Act should be compulsory in boroughs and counties.

Some Suggested Remedies.

21. I thoroughly believe that the unemployment problem is incapable of local solution and can only be dealt with effectively, economically and comprehensively on a national basis.

Suggested remedies for unemployment.

22. I favour the extension of the age to sixteen years at which children should be permitted to leave the elementary schools.

23. That in the latter years of a child's school life the education should have some industrial application followed by compulsory attendance at continuation, art and technical schools.

24. That there should be a revival of the apprenticeship system, compatible with the changed industrial and commercial conditions, in order to prevent the increase of incapable workmen.

25. There should be a uniform reduction of the hours of labour in all trades to eight hours per day where practicable.

26. I am in favour of the nationalisation of the land and a much wider extension of the small holdings system.

27. I should nationalise the railways and waterways, and reduce the cost of transit of agricultural produce and the products of our manufactories.

Mr. Thomas
Smith.

2 Dec. 1907.

28. The unlicensed vagrancy system should be controlled, and habitual tramps, chronic out-of-works and the criminal classes dealt with more rigorously and separated from the genuine unemployed.

29. The establishment of farm colonies for the reclamation of habitual vagrants and chronic out-of-works, with powers of detention.

30. Farm colonies for the industrious unemployed for training in agricultural pursuits prior to emigration, etc.

31. Encourage thrift by organising a national system of insurance against unemployment, and the provision of an old age pension.

32. The organisation of a judicious system of emigration.

National
works.

33. *Bona fide* out-of-works requiring temporary help whose lack of employment results from changes in, or passing depression of, trade, should be employed on any of the following public works which the Government should undertake :—

(a) The cultivation of waste land owned by the Crown.

(b) Schemes of afforestation and public road construction.

(c) Reclaiming foreshores.

(d) Works for the prevention of sea encroachment.

(e) National drainage and flood prevention works.

(f) Works dealing with the national water supplies of the country.

Experience
of witness.

86727. (*Chairman.*) From your Statement, I gather that you have experience of the boot and shoe trade in a double capacity, that is, on the one hand, you have been General Secretary of the National Union of Shoe Operatives and you are still a subscribing member to that union?—Yes.

86728. And, on the other hand, you have held, and you still hold a number of posts in connection with the county borough of Leicester, and you are also chairman of the distress committee?—I am.

86729. So you have had, as I say, rather a double experience?—My experience covers a wide ground.

Unemploy-
ment
become
more chronic
owing to
local
conditions.

86730. You think that the distress from want of employment has, amongst certain classes, become more chronic in Leicester?—Yes; very largely owing to local conditions, I think.

86731. The chief of those conditions being, first, the changes in the shoe industry, and secondly, a collapse rather in building operations?—Yes, chiefly that. Then the trades have become more seasonal trades than they used to be.

Displace-
ment of
labour by
piece-work.

86732. We have had a good deal of evidence, and in the country we have seen a good deal, as regards the displacement of the old methods by labour-saving machinery of which you speak; but how does the substitution of payment by piece-work for that of weekly wages, in the finishing branch of the shoe trade, displace labour?—Because the men who are working on piece-work perform a great deal more work under the piece-work system than they did under the weekly wage system. They used to do a certain quantity of work for a given weekly wage, but, roughly speaking, a third of the men in the one particular branch that now work upon piece-work have been displaced by reason of those who are at work doing a larger amount of work than they previously did.

Number of
persons
employed
not much
less, but
out-put
by them
very much
greater.

86733. What is your opinion of the changes that have taken place? Are there fewer persons now employed in the shoe industry at Leicester than was the case a few years back?—There is not much difference from that point of view, except in consequence of the trade drifting from Leicester into the country districts. As a matter of fact, I believe the out-put in most of the industries in Leicester is greater, and I do not think that the number of persons employed is very much less, although the amount produced by those who are at work is very much greater.

Conditions
of shoe
industry
improved.

86734. I suppose that although there has been a considerable displacement of the persons who were engaged on the old-fashioned methods, the condition of those who are still in the shoe industry is better than it was before?—Those that are at work are certainly earning

higher wages, and the conditions under which they work are much better than they used to be, although from a health point of view I am afraid that the wear and tear is very much greater on the individual.

86735. You mean that the strain is greater?—The strain is greater, and I think the working life of a factory worker is less than it used to be. Workin
life of
factory
worker
shorter th
formerly.

86736. Does not the system of sub-dividing the manufacture of a boot into different sections necessitate all the sections keeping pace with the fastest?—Yes; and it has this effect too, that a younger man is of more use on a machine to an employer than an older man would be. It also has this effect, that under the Workmen's Compensation Act an employer will not take the risk of employing older and rather more unsteady men—I mean unsteady from the nerve point of view, in connection with machinery.

86737. So that a good deal of your present distress difficulties, we might say, are of rather a casual character, and such as we might hope will gradually disappear?—They are of a transitory character to some extent. My own experience is that machinery in the end has not been generally a disadvantage but rather an advantage to the public at large. Our difficulty is somewhat increased by the fact that much of the work which has drifted into the country districts of Leicestershire and adjacent thereto, is such work as would give employment to the less skilled who have been displaced by machinery.

86738. Have men from Leicester followed the factories into the country, or are the people who work in these factories natives of the locality to which the factories have been removed?—Very largely labour has been taught in the various districts, but, to some extent, the labour has gone from Leicester, with the effect that the number of houses empty to-day in the working-class districts has very much increased. Labour
town to
country.

86739. Coming to the rising generation, you are not very happy about the modern factory system, as you think it tends rather to produce inefficient workmen?—I do not think it is possible under the present modern factory system, without some system of apprenticeship, for a youth or a girl to learn the fundamental principles of the trade in which he or she is engaged. Unfortunately, there is no inducement, either from the manufacturers' side or the employees' side, to go through any proper training, as young people are able to earn, under the sub-division of labour system, much higher wages than they used to do when they were apprenticed. Uneducati
boy labour

86740. That is to say, boys and girls when they leave school almost immediately jump into a wage which high wages they could not hope to get for some time if they became apprenticed?—That is so. I am afraid that has a bad effect upon their moral training—I mean their domestic training. It makes them more independent of home life; and the probability is that where there are two or three or four in a family bringing in altogether more money than is earned by the head of the family, that gives them an independence of character which is not always good for themselves. Effect of
early in
life.

86741. Are a certain proportion of these young people who are brought into the trade in that way, discharged when they get to adult age?—I think the system certainly has a tendency to produce a larger percentage of inefficient workmen than the old system did, when they were properly apprenticed; and the inefficient are the first to be deprived of work when trade becomes slack, and to be thrown on the community to a very large extent.

86742. What you are advancing is somewhat supported by the figures, which show that a large proportion of those who apply to the distress committee to be registered are in the prime of life or under the prime of life?—That is so. Large pro-
portion of
applicants
to distress
committee

86743. It is a serious evil, and one upon which we have had a great deal of evidence in regard to other trades which very much corroborates what you are saying about the boot and shoe trade. Do you think anything could be done during the school period to avoid this? Would it be possible to put pressure on the parents to make them declare what they wish their children to be, and in that way to rather shape the training and education which the children get in the school?—That is one of the suggestions which I make. I favour prime of
life.

the extension of the age when children should leave school to sixteen, and that afterwards, between that age and eighteen, they should be taught some industrial principles which have application to the trades they are likely to follow. I think that is very important, not only from a local but also from a national point of view. I am afraid the nation will decay, as far as its industrial and commercial position is concerned, if the same system continues to go on of improperly teaching our workmen.

86744. It is a temptation to the parents, I suppose, to put a child out in that way, on account of the immediate weekly increase to the household income?—I am afraid that has been, to some extent, the tendency; but I am very glad to say that in Leicester generally there has been no difficulty whatever with regard to abolishing half-timers, and there are practically no half-timers in the Leicester trades. I think for the moment probably there might be some objection to extending the school age, but, generally speaking, the people are favourable to education, and I think, whenever they could afford to do it, they would like to meet that suggestion.

86745. Dealing still with your suggestion about the schooling, what would your idea be? Would you prolong the child's school life so that he should not, say, during the period of fourteen to eighteen years of age, work as a half-timer?—I think that a child should not leave the elementary school until sixteen. My reason for that is that between fourteen and sixteen the life of a child is wasted, as it were, from the educational point of view; he or she goes into a factory, and then it is very difficult, if not impossible, to get them to attend continuation schools. Between fourteen and sixteen they drift back into a worse position, and when they go to the technical school their knowledge is found to be partly lost, and they have to begin to learn again the three R's.

86746. In fact, to put it in another way, the curriculum of education, in the case of most children, is too pretentious to enable it to retain any hold on the child if it is stopped at fourteen?—Yes. I think they should go to continuation schools between fourteen and sixteen, if the school age is not extended; but if it is extended, then I think the latter portion of the child's life should have some industrial application to the trade it is likely to follow—if that is possible.

86747. You would make that rule compulsory, I suppose?—Certainly.

86748. Whilst we are on that subject, I think it is germane to it to ask you your opinion about apprenticeship. Would there be any objection in your opinion to the revival of apprenticeship?—I am afraid so. I think that the time probably has gone by when many workers would consider that, sympathetically I will say. The same may apply to the manufacturers, because a manufacturer goes into competition with other centres, and supposing he were inclined to agree to a system of apprenticeship, he would have to consider, to a very large extent, whether he could get out of his machinery, under such a system, an equal amount to what would be got out under the present system if it were carried on in the other districts with which he is in competition. Otherwise, I think, generally, manufacturers would be more favourable to it.

86749. That would apply to girls as well as to boys, I suppose?—That would apply to the girls in the hosiery trade, which is practically a female trade now.

86750. Assuming that you persuade the trade unions to take the view you put forward, would you suggest any limitation, or would they suggest any limitation, on the numbers of apprentices?—We have a limitation of number now, which is 1 to 3 in the Shoe Trade Union.

86751. If you maintained that limitation, would a revival of the apprenticeship system be effected?—No; but I should think it would rather help.

86752. Would not the limitation rather reduce the utility of reviving the apprenticeship system? Must you have a limitation?—No, I do not think so. The serious point is—and I think most trade union leaders, and certainly the better portion of the working-classes, are beginning to realise it—that the workmen of the present day are not sufficiently taught under the present system, and that that must ultimately have an effect upon the position of the trade of the nation.

86753. There are not the number of skilled handicraftsmen that there used to be, are there?—No, because the trade has been very much cut up by the sub-division of labour.

86754. In the boot and shoe industry are there prospects of advancing the men in wages? Can they rise from one section to another; or when they once get into one particular branch, do they remain there?—The system generally with young people from eighteen to twenty, before they become entitled to the minimum wage, which is fixed at 29s. per week for certain branches of the shoe trade, is that they move from one factory to another with the view of getting an advance of wages only, and not with a view of improving their position so far as the trade is concerned. That is not always the case, for sometimes they will move from one factory to another in order to pick up different branches of the industry.

86755. I suppose that this specialisation which seems associated with almost all modern industry has this detrimental effect, that after a man has worked a great many years at a particular branch, it is very difficult for him to learn something else?—That is so.

86756. The whole hand, his muscles, and his eye, get trained to a certain thing?—Yes. Then I am afraid they get weakened, if I may so use the term, physically, and, as I observed before, they are not able to stand the wear and tear of factory life as long as they used to be able to stand it. There is one important fact which has come under my own observation generally, namely, that while the individual life of the person is lengthened, the life of a factory worker with machinery is shortened. That is important. It is in connection with that point that in the shoe trade they have made an adult at twenty instead of at twenty-one, and that has the effect of forcing out earlier in life the men between forty and fifty.

86757. (Mrs. Webb.) You do not mean that the actual man ceases to live, but that his working life is shorter?—Yes, the working life is shorter.

86758. Is there any statistic for that?—I am only speaking from my own observation and from local knowledge.

86759. (Chairman.) You use the word "life" in two different senses rather; and you say while the actual life of the individual is prolonged, his working life is contracted?—An individual as a rule lives longer to-day owing to better sanitary and other conditions, but the factory worker does not work so long in a factory as he used to work.

86760. (Mrs. Webb.) And you put that down to the speeding-up of machinery?—Very largely to wear and tear in connection with machinery, and the strain upon a man's mind and nerves.

86761. (Chairman.) And, I suppose, as the machinery is being sped-up, the higher standard of efficiency which is being required is more than a man, after a certain time of life, can attain?—He cannot keep up to the standard, because it is being speeded-up and speeded-up until everything is at the top speed, practically.

86762. What effect has that had on the trade union as regards its funds?—Until recently, the Shoe Trade Union did not pay out-of-work pay, but about six months ago it commenced to pay out-of-work pay, and I am afraid the trade union will find it a very heavy burden.

86763. How long does the out-of-work pay last?—It is for ten weeks during twelve consecutive months.

86764. Have you sick-pay?—Yes; and the expenditure of that has increased with the introduction of machinery.

86765. I suppose you have a difficulty when a man arrives at a certain time of life in discriminating between sickness and debility caused by old age?—That has not been so much noticed from the fact that they have not paid out-of-work pay until recently; but that will be one of the conditions which will have to be encountered and dealt with. I am afraid the union did not take into account the probability that they will be saddled with a number of these men who are, I will not say incompetent to do the work but physically incapable of continuing it at the strain.

86766. You think that the moral effects—I am using that word in a very broad sense—of these young people being able to get comparatively high wages early in life.

Mr. Thomas Smith.

2 Dec. 1907.

Fewer skilled handicraftsmen than formerly. Prospects of workers in boot trade.

Effect of specialisation.

Working life shortened with machinery.

Higher standard of efficiency required.

Out-of-work pay increased.

Sick pay increased.

Moral effect of high wages in early life.

Mr. Thomas
Smith.

2 Dec. 1907.

Prohibition
of married
women in
factories.

Tendency
for women
to become
the wage
earners.

Detrimental
to home
life.

Boot trade
is seasonal
and there
is not much
casual
labour.

Period of
residence
of applicants
to distress
committee.

life leads to their contracting improvident marriages, and not looking forward sufficiently?—I am quite certain of that. I am afraid that is one of the worst aspects of the modern factory system under which young people earn such large wages. As I observed before, if you take three or four young people bringing a large amount of money into a family, the effect has been that they look upon domestic training as a drudgery, and the after effects of that in married life are something deplorable.

86767. Are you in favour of married women of a certain age working in factories?—I omitted to mention that, and I should like to add that to my Statement. I should prohibit married women from working in factories or mills, except when they were the bread-winners of the family, or under special circumstances. I think it has a most demoralising effect.

86768. We have had evidence that in some parts of England there is a tendency rather for women to become the wage-earners, and for the husbands and the family to depend on them more than was the case; is that your experience?—It is becoming more the experience of Leicester every day. As a matter of fact, my own observation since I have been a member of the bench of magistrates has led me to see that in many cases the applications for separation have arisen in consequence very largely of the wife earning larger wages probably than the man; then he has become idle and dissolute generally, and she has suddenly discovered that she is keeping the house going, and then, after a time she applies for a separation. That is one of the results; but then there is another awful aspect of the case, and that is the large infantile mortality, which is very much the result of the wives not bringing up their own children, but putting them out to nurse.

86769. So that the detrimental effects to the community are very serious?—They are very serious indeed in my opinion. I think it is destroying very largely the home domestic life, which, in my humble judgment, has formed the backbone of the English nation in the past.

86770. I suppose these men who loaf upon their wives' earnings—because, if you put it plainly, that is what it is—have a tendency to drift down into casual labour and to look out for odd jobs?—The tendency is to destroy the man's sense of responsibility for his home, and to make him depend on his wife, with the result that he gradually dwindles down into an idle, dissolute man in some cases. Anyhow, he does not feel the responsibilities of married life as he ought to do with regard to his wife and family, and that has a deteriorating effect upon his moral character.

86771. At Leicester it is a seasonal trade, I suppose, and there is not much casual labour?—That is so. The difficulty with regard to casual labour is that once we have opened a bureau, and they have registered themselves as unemployed, with a view of taking a share of what work comes along, then these men who have been displaced in the shoe trade, and those who have been displaced in the building trade, become casual or general labourers and drive out the ordinary casual labourer.

86772. Passing on to the high rate of pauperism in Leicester, I am rather struck by the figures you have given as regard the periods of residence of a considerable number of those who have applied to the distress committee. I see from your tables (*see Appendix No. CIV., p. 1*) that thirty-four applied who had been resident in the borough for less than a year; 175 who had been resident for more than a year; and 153 who had been resident for more than two years. It would occur to one that if there were known to be distress in Leicester it was not likely people would come there for work, and that, therefore they must have come for some other object, the idea being that there was something going which might benefit them. Does your experience at all endorse that idea?—I think you will find an explanation of that in the revised paper which I handed in this morning, (*see Appendix No. CIV., p. 2*.) That paper gives later figures. You will find in the statistics a number of duplicate registrations which have been deducted from the total, and it will be noticed that the years and the ages are also different. As only the present address and the one immediately preceding are entered on the record paper, it ought not to be assumed that the applicants have only lived in Leicester for one, two,

three, four or five years, respectively. Many of them, although natives of Leicester, are entered as residents in the town for one or more years only. I do not think, as a rule, that Leicester has suffered very much from the influx of people outside, except when we had the tramways construction work in hand; and then, as far as possible, we eliminated those by giving employment to Leicester people who had been in Leicester two years previous to the date at which we commenced the works. Generally speaking, I should be in favour, as I say, of making any new Act compulsory all through the country, so as to prevent this going from town to town of men in search of work.

86773. Do I understand you accurately that the period of residence only relates to their present residence?—Yes.

86774. And you do not think people did come in for the purpose—because that has been suggested?—Not very largely.

86775. There has been a considerable loss in rents and rates you say; has that reduced the rents generally in Leicester, in other words, can the working people get houses cheaper than they could before?—The working people can get houses a little cheaper than they could before. I do not think we have many slums—there are none that I know of that can be called slums, such as those that there are in some very large centres like Liverpool and Manchester; but there is no necessity to-day for a workman to live in a slum in Leicester, because there are some 3,000 good houses to let. It has reduced the income of the owners from this point of view, that while rates have gone up a little, it has been impossible to increase the rents in the same ratio. I think to-day good houses can be obtained at a cheaper rate in Leicester than they could three or four or five years ago.

86776. Passing on to the Unemployed Workmen Act of 1905, would you like the Act to be made compulsory in all boroughs, or is it only that part which relates to the establishment of bureaux that you wish to see made compulsory?—I think that the Act should be made compulsory. Leicester, for instance, is passing through a crisis to some extent in its industries, over which locally it has no control; it may be, and probably is, for the good of the nation that the changed conditions are brought about; and therefore, I do not think that Leicester ought to be held entirely responsible for the difficulty which has arisen with regard to unemployment. Then, again with regard to migration from town to town, and from the county into the borough, nothing is done in the county with regard to unemployment, and the natural tendency is to drift into towns where there is some work going on and some probability of employment, or where funds are being raised to help the unemployed. I think, further than that, that it is absolutely necessary that there should be some intercommunication between large centres of industry with regard to unemployment, so that men may be sent from town to town, instead of tramping in an aimless way as they do throughout the country to-day.

86777. Do you think that if the bureau system, or as Labour I should call it rather the labour exchange system, is judiciously worked, it might contribute considerably towards the solution of some of our present difficulties?—I think it would do so very largely; but there is one difficulty in the way. The trade unions to-day do not, as a matter of fact, like bureaux—at all events, I will put it in another way—they do not help the bureaux, because they do not urge their members to register. To some extent bureaux have been thought to give a preference to workpeople that are not connected with trade unions over those that are connected with trade unions that pay out-of-work pay. I am hoping that the difficulty may in some way be got over, because I think the system ought to be universal.

86778. I think you point out also that unless you get a class of employees above those who are registered in connection with the unemployed, the employers are not likely to have much confidence in the bureaux?—At present, speaking locally, the effect has been that the employers—probably owing to the large amount of labour available—have rather decided to take labour as it comes to them, instead of applying to the bureau. They have

Loss in rent
and rates.

Unemploy-
ment Act, 1905,
should be
compulsory

Employers
not using
labour
exchange

got the idea that those who register at the bureau are of the unskilled rather than of the skilled class of people, and so employers do not apply to the bureau very largely.

86779. It has been suggested to us that the antagonism of the trade unions might possibly be got over if there were some system of controlling those bureaux such as is established in Germany, by which the committees should be composed half of employees and half of employers; do you think that would work?—I think the continental system is a much better one than ours at present; and probably some improvement upon that might meet the difficulty.

86780. I gather from what you said before that you think these exchanges ought to exist in the counties, in order to warn people who would otherwise have a tendency to drift into the towns, as to what the conditions are that they would have to meet when they got there?—Yes; and because I think the county authorities ought to take a share of the responsibility for their own unemployment.

86781. Your contention being that at present those who are unemployed drift from the county into towns?—They drift into the centres of industry, and I think that mainly causes the glut which takes place in the large industrial centres, so that when bad times come along we are saddled with a very much larger number of unemployed than is our share really.

86782. What kind of work do you provide for the unemployed?—It is generally work which is provided by the highway committee (such as sewerage) and by the parks committee (such as levelling land and road-making). But it is only of a temporary nature, and has the effect generally of doing work before it wants doing, probably, or before the Council can afford to do it, and in the end of doing that which the men who are ordinarily employed by the municipality would in the natural order of things do themselves.

86783. Are you able to arrange your work so as not to curtail the employment which you would ordinarily give?—As a matter of fact, the council committees worked in conjunction with the distress committee, and selected from our list the most skilled of the men that we had—and indeed if the distress committee had not been established they would have taken the same course.

86784. Did the corporation discharge any men that they had in their employ, in consequence of the work which was given to the unemployed?—No; but ultimately—some six months, perhaps, or twelve months hence—it will have the effect of displacing men who are regularly employed.

86785. In reference to your last suggestion, which fits in with your last replies, you would like the Government, as I understand, to map out—I assume after consultation with the local authorities—certain schemes which would be more of a general than of a purely local character?—My point is this—that in giving work to the unemployed, it must be such work as comes least into competition with ordinary commerce and labour. If you do not do that, then you are simply displacing one class to put another class to work, and probably you are displacing the best of your people to give work to the least skilled and least deserving.

86786. You want to try to hit upon certain schemes of work which would be of national benefit?—Yes.

86787. But which ordinary enterprise would not be likely to undertake?—And also schemes of work to which men might be drafted and taken away from without any particular loss—I mean work for men who are temporarily out of employment, and who could be withdrawn or added to without much difficulty.

86788. These works you would try to utilise, I suppose, as a test of the *bona fides* of the applicants?—Certainly. With regard to the habitual vagrants, I think there ought to be powers of detention.

86789. If there were any system of that kind, you would associate with it, I suppose, some system of gradation by which the wastrel or the man who would not work would be sent to a place where he was subject to more severe treatment than the others?—Yes. I think he ought to be subject to more restraints than the ordinary man, who through no fault of his own is thrown out of employment—treatment from which, I hope, there would be an educational effect arising.

86790. The remedies you suggest in Paragraphs 26 Mr. Thomas and 27 open up a big subject?—Yes. Smith.

86791. By the nationalisation of the land do you mean buying out the present proprietors?—Certainly. 2 Dec. 1907.

I do not mean to take it without fair compensation. Remedies

86792. And the same as regards the railroads?—Yes. I think the nationalisation of the railways would lead to a less number of hours being worked; and I think for other reasons they ought to be under national government. for unemployment.

86793. There is one point I have missed in reference to your particular business; is there much overtime in the boot trade?—Yes, for a short period in each season—perhaps running from Easter to Whitsuntide. But there is an attempt now to regulate that as far as possible. As I have observed, the trades are becoming more seasonal than ever, and therefore it becomes a necessity during certain months of the year to make a certain amount of overtime. Overtime.

86794. Why is the boot trade seasonal?—Largely because people do not buy the goods, except just as they want them. Seasonality of boot trade.

86795. But people wear boots all the year round?—They do; but they only purchase boots just when they want them.

86796. (Mrs. Webb.) Is it not the export trade that is seasonal?—The export trade is an infinitesimal point with regard to the shoe trade now. Export trade infinitesimal.

86797. (Chairman.) Is there a great purchase of boots say, at the beginning of the year?—As a matter of custom, the factors who buy largely from the manufacturers will not place their orders for next spring until perhaps now; but they will date forward the delivery perhaps into February or March or later on. The custom has been growing rather than lessening in that direction; with the result that probably in January, February, and up to Easter and Whitsuntide sometimes, every factory under ordinary conditions will be fully employed, and some will be working overtime immediately preceding the holidays. Factors place orders in winter.

86798. Then is the slack time the summer?—The slack time, generally speaking, is from July to November. Slack time.

86799. Have you ever tried to make any arrangement in your union to tide over that time?—No; but now that the out-of-work pay is coming into vogue, of course, they will be helped.

86800. Is the out-of-work pay meant to meet this particular difficulty, the seasonal difficulty?—I do not think there is anything in the rule which prevents a man receiving out-of-work pay if he is out from seasonal or other special causes. So long as he is out of employment, he can come on the funds for a certain number of weeks. Out-of-work pay in seasonal unemployment.

86801. Ordinarily speaking, unemployment is perhaps unexpected, but in your trade apparently every year some proportion of persons ordinarily employed will be out of work during one part of the year?—I think that is the fact.

86802. Would it not be possible for the trade union to have some particular scale or other by which these people could be supported during this period of seasonal unemployment?—My answer must not be taken to mean that all the men would be unemployed for that time. Most of them would be on short time, or three-quarter time, and those would not be entitled to out-of-work pay. The less skilled of the men are first discharged in times of slackness, and would naturally come upon the funds. There is an effort on the part of the trade union to get the employers to distribute their work more evenly instead of discharging men during short time; and very largely, I think, that effort has been met by the employers, but of course, the most regular men—I mean the men who do not give way to taking Saint Monday and Tuesday, and that kind of thing—rather object to share work with their less regular shopmates or comrades in slack time. They say it is unfair to them, because when trade is good they do their best for their employer, and yet, when trade is bad, these people want a share of what there is.

86803. There is more than one big co-operative establishment at Leicester, I think?—Yes. Co-operation and seasonal trade.

86804. Is the trade seasonal there?—Very much so.

Mr. Thomas
Smith.

2 Dec. 1907.

National
insurance
against un-
employment
and for
old-age
pensions.

Contributory
old-age
pensions.

Unskilled
and unin-
telligent
workmen
would not
approve of
contributory
scheme.

Rate of
out-of-work
pay.

86805. So that co-operation has not got over the difficulty?—No. It is unfortunate that human beings do not consider sufficiently; if they were to distribute their purchasing more regularly than they do, instead of doing it spasmodically, it might be got over.

86806. I think I have dealt with almost all your points except your suggestion to encourage thrift by organising a national system of insurance against unemployment and the provision of an old-age pension; in making that suggestion you are speaking not of your particular industry but of employment generally, I take it?—Yes.

86807. The difficulty, as you are aware, is that the people who most want insurance are the people who are most casually employed?—Speaking broadly, it is unfair to the trade unionist, or to the friendly society man, to be always contributing towards a fund for unemployment and for sickness, and to be called upon additionally to contribute his quota to the man who never does make any such provision.

86808. You mean to contribute his quota by taxation?—By taxation in addition. I think everyone—this is my personal view, of course—ought to contribute his quota, whatever it is, small or large as the case may be, much on the continental system, towards the fund, and I do not think any man ought to be entitled to an old-age pension otherwise. The necessity for pensions is greater to-day than it ever was, for the reason I have stated, that a man's factory-working life is less. But I think it would be better if everyone contributed his quota towards that while he is at work.

86809. Of course, it must be compulsory if you have a system of that sort?—Yes.

86810. You would have a small compulsory deduction from the wages paid, I suppose?—Yes.

86811. In the case both of men and of women?—Yes; and I think also the employer ought to pay his quota, and that the nation should make up the remainder.

86812. Very much like the German system?—Very much on the lines of that system.

86813. Of course, it is an ideal proposal; do you think it is practicable in the present conditions of employment?—I do not see any difficulty in the way personally. Of course, one cannot see any difficulties until you come to put into practice schemes of this kind; but I understand that it is not found to be impracticable in Germany.

86814. In Germany it is not, but they are much more under regulations there. Take the building industry now; the employees, of that industry have contributed a good deal to pauperism in Leicester; do you think it would be possible to establish in such an industry as that a national system of insurance?—I think while the person is in work a certain amount should be deducted from his income for this purpose. It is not for me to suggest any way, but I do not see why it should not be treated from the point of view of a graduated income-tax on the workman's income whilst he is in work, equally as well as upon the employer's income.

86815. You are representing the views of the skilled and intelligent workman, but do you think that workmen generally would approve of some scheme of this kind?—I do not think the unskilled and unintelligent workman would—if I may use that term without any disrespect of a man who is not so intelligent as another. But I believe it would have the effect of making everyone feel that he is receiving something for which he has contributed and would destroy the feeling that there is to-day that everybody is entitled to something which he has not contributed to. I think it would stiffen the character of a man.

86816. Therefore you would contend that whatever the practical difficulties are, it should be rather a national object to try and obtain something of that kind?—Certainly. I think it is not only important, but imperative that a man now should have the right to look forward to something in his old age—absolutely imperative.

86817. (Mr. Lansbury.) What amount of out-of-work pay does your union pay per man?—I may say that I am not now officially connected with the union, although I am a subscribing member, but I think it is 10s. a week.

86818. Are there many women members?—No, comparatively few.

86819. Are there not a very large number of women engaged in the boot industry in Leicester?—Yes, I should think from 8,000 to 10,000—probably more. The numbers in the census of 1891 were: males, 16,839; females, 7,320; and in the census of 1901: males, 17,770; and females, 8,791. That refers to Leicester only.

86820. Would there be more women now than men, do you think?—No.

86821. Would the proportion be different?—I think the proportion would be about the same, because there has not been a tendency in the shoe trade for females to increase by taking work which was formerly done by males. In the hosiery trade it is the reverse.

86822. Is there more boy labour in the trade now?—I have just been making some special inquiries under that head for Mr. Pringle, who is the representative of this Commission.

86823. Then we shall get the figures from him?—I think you will, but I have them here if you like.

86824. We would like to have them now if you have got them?—This information is very difficult to get, and my figures do not deal with the whole of Leicester, but with some half-dozen typical factories. I have not been able to work out the proportions, but Mr. Pringle will be able to do that I have no doubt. I got information confidentially from several employers in Leicester with regard to the employment of boys between fourteen and seventeen, and between seventeen and twenty, and the amount of wages which they earn. The wages run in one factory, between fourteen and seventeen from 6s. 8d. to 8s. per week, and between seventeen and twenty from 12s. to 21s. 6d. per week; in another factory—perhaps you will pardon me for not giving the names, because this is confidential information—for the same ages they run from 5s. 6d. to 7s. 2d., and from 15s. 10d. to 16s. 6d.; in another factory from 8s. 7d. to 10s. 5d., and from 13s. 10d. to 19s. 10d.; in another factory from 7s. to 10s., and from 13s. to 17s.; and in another factory from 8s. 9d. to 9s. 6d., and from 14s. 6d. to 22s. The mystery with regard to these inquiries into boy labour is the small number of boys that appear to be engaged in the trade. It is difficult to see where the boys get employment in Leicester. In the hosiery industry the tendency of employment in connection with modern machinery has been in favour of the machinery being worked by female adults and girls to the displacement of male labour; and as the union limits the number of apprentices or boys in the shoe trade to one to three, it is very difficult to see in what direction the remainder get employment at all. These two trades,—the hosiery trade and the boot and shoe trade—are the two staple industries of Leicester.

86825. So that the increase of machinery in the boot trade has not led to an increase of boy labour, in your opinion?—I should not like to give a definite answer to that question. In conversation some employers have told me candidly that in the lower grades there is a tendency to employ more boy labour, especially in the country districts; but with regard to the Leicester employers, they say that machinery, if it is any good at all, is good enough to employ adult male labour upon.

86826. The women who are not in the union are, of course, affected by the seasonal nature of your trade?—Yes.

86827. I suppose they get kept by their parents; the father, at any rate, would probably be engaged in the same work?—It is unfortunate where the father or the mother is connected with the same trade. It is very difficult to give an answer to that question, how they get along. I am afraid I know many instances where they probably go into debt to carry them through until a better trade time comes along.

86828. You say the trade is getting more seasonal; are wages getting higher during the period that people are at work?—I think so certainly, especially with those on piece-work.

86829. They are able to earn more money?—Certainly.

86830. Therefore, those who are skilled workers are better able to make provision for out-of-work pay?—Certainly, from that point of view.

Women
affected by
seasonal
nature of
trade.

Increase of
wages in
boot trade.

86831. Then I understand you to say there are a large number of lower grade labourers who are not in a union at all?—I do not think that applies very largely to the shoe trade.

86832. Are they in the shoe trade or the building trade?—The membership of the shoe trade would be from 8,000 to 10,000 now, out of 17,000. The proportion of unionists to non-unionists is very much greater in Leicester than it is in most manufacturing towns. I know of no industrial centre that is probably stronger, as a trade union town, than Leicester, especially in the shoe trade.

86833. Apart from the shoe trade, I notice in your classification of trades and occupations there are 492 general labourers?—Those would be mostly connected with the building trade, which has been very depressed for these last five or six years. A number of them probably came from the shoe trade and got employment during the tramway construction as labourers, and have since registered themselves under that heading.

86834. The point I want to get from you is whether you think this kind of people could have made provision for themselves without coming on to the community?—It is very difficult to say how far you could expect a man to make provision. My own feeling is that every man ought to make an effort to make as much provision as possible, and I do not think he would feel it very much, when he was in work, if he contributed according to the amount he earns. I am saying this on the supposition that we have a national scheme.

86835. I really want to know whether, under the present circumstances, without the organisation of a national scheme or anything of that kind, you think any large percentage of these 492 general labourers would, apart from the community, have made provision for themselves?—I should say not the larger proportion of them. There are many reasons why, of course.

86836. I understand that you favour a national scheme whereby everybody who does any work, if it is only one day a week, should put away a certain percentage of his earnings to form an out-of-work fund, together with a certain percentage that the employer has to pay, the balance to be made up by the community; is that what you are proposing?—Yes; but I should like you to take it from the point of view which I distinctly stated, that I think it is an unfair thing that, while trade unionists and friendly society people do contribute to make provision for out-of-work and sickness, they should be called upon to pay more than their share; and, therefore, I have thought that a national system is probably the only way out of it.

86837. A national tax it would be, would it not?—Yes.

86838. It would be a kind of small income-tax that we should levy for certain purposes?—Yes.

86839. There is no difference—except, of course, as regards the principle of taxes and of rates—between that and paying it through the rates, is there?—No, except that generally rates, with the working-classes, are not paid direct—I wish they were; people would think more, if they were. It would cause the people to think more than they do now if they paid the rates direct.

86840. In any case it does get paid by the working people in the last resort?—I am only speaking from the point of view that I think all rates and taxes ought to be paid direct; that is my own opinion.

86841. As a matter of fact, they do pay them now?—Certainly; except that where houses are in composition the owner pays whether they are occupied or not, and therefore the workman does not. If a workman is not occupying a house, he is not paying rent or rates for it. The owner who has entered into a composition agreement with the rating authorities pays for that house, not the occupier.

86842. But he gets a reduction for his composition? He gets a certain amount, but he does not get the whole.

86843. He gets something which he considers an equivalent?—If he agrees to pay whether the house is empty or tenanted, he is the loser when it is not tenanted.

86844. But he gets a general reduction on the amount of the rate he has to pay?—He does.

86845. And that reduction on his total rate is what compensates him for paying when it is empty?—Yes; in ordinary times it would compensate him, but not in times of depression like we have in Leicester, when there are so many houses empty.

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86846. Of course, everybody will have to go a little short then?—That is so; but it becomes an additional heavy burden upon the men who are connected with the building societies. I am glad to say that probably Leicester occupies a unique position with regard to that. I believe that in Leicester to-day the working-classes and some of the middle classes have invested from a million to a million and a half of money in building societies and co-operative societies. They have, of course, suffered equally with the ordinary owner. In many cases a man has perhaps saved money in order that he may live in his own house, and he has also bought the next to it and it has become untenanted, and then he has had to pay for the two and to suffer as the ordinary owner does.

Compulsory insurance against unemployment.

86847. That is the penalty of being a small capitalist?—It may be a penalty, but it is not a very just one.

86848. It is not any worse than the penalty which an unemployed workman has to pay?—It is a penalty on thrift.

86849. And of course unemployment to the workman is a penalty on his industry, is it not?—Yes; but there is a double penalty when a man who has been thrifty is unemployed and has got to keep up these payments.

86850. Of course that raises another question, whether the man had not better leave the corporation to build the houses instead of embarking upon a risk of that kind?—That is a very wide question, which I do not care to go into now.

86851. I am suggesting it as a very wide question, too. Penal with regard to the penal colony, are you in favour of colonies vagrants being handed over to the police?—In what sense do you mean "being handed over to the police"?—
educational.

86852. For the colonies to be managed by the police?—No, certainly not. What I mean by a penal colony—or rather a colony of detention I will call it—

86853. You want it to be educational?—Certainly.

86854. So that a man has a chance of coming out better than he was when he went in?—I do not think that a man who is casually out of employment, through no fault of his own, ought to mix with these people who are sent to a penal or a detention colony.

86855. But you would give to the man in the lowest grade colony the hope of getting out of it?—Certainly.

86856. And the hope of becoming self-supporting?—Certainly.

86857. Do you think that that would be an inducement to the bulk of them to do their best?—I think that all labour provided should have an educational tendency, both morally and physically.

86858. (Mrs. Webb.) Would it be possible to do the insurance against unemployment through the trade unions; that is, to subsidise the trade union unemployment benefit fund by the State?—There is so much difference of opinion as to whether trade unions should be State bodies or not that I should think it would be very difficult indeed to effect it in that form.

86859. Could you not give a grant in aid?—Personally I am a strong trade unionist, but I do not think the trade unions ought to be preferentially dealt with, any different to other bodies.

86860. Supposing you had a system of compulsory insurance against unemployment, would you not practically knock on the head the whole trade union business?—I do not think that, because I think that the skilled trades would require, and do require to-day, more than the unskilled do. If a skilled workman is thrown out of employment his ordinary earnings have been to such a point that he would not be satisfied with 5s. or 6s., and I think he would look forward to getting double the amount by reason of being a member of a trade union.

Effect of compulsory insurance against unemployment on trades unions.

86861. That is to say, you would expect the trade unions to do the supplementary business?—I will put it in this way: If a trade unionist contributed to a fund belonging to his own union he is certainly entitled to that, beyond the amount which he would be allowed by the State.

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Smith.

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State fund
not neces-
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to trades
unions.

Division of
boot trade
into boot and
shoe makers
and slipper
makers.

Introduction
of machinery
into boot
trade.

Displacement
of labour by
machinery.

Displacement
of older men
by younger
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86862. But he would have, under your scheme, to contribute to the State fund too?—Certainly he would.

86863. You do not think that a State fund would become a rival to the trade union fund, do you?—Not necessarily; I think probably it might be in the initiatory stages, but I think that the general feeling of the best of those in the trade union movement would be in favour of that as an additional pension.

86864. Just as friendly societies now are in favour of old-age pensions in the hope that they will do the supplementary work?—Yes.

86865. That would be your general reason for it?—Yes.

86866. (*Professor Smart.*) Is there not a broad division in the boot trade into boot and shoe makers, and slipper-makers?—Yes. Slipper-making is practically confined to one or two special districts. In the large shoe centres slipper-making does not form a very large proportion of the output.

86867. Is that the case in Leicester?—It is so in most centres. I think you will find slipper-making in Manchester—in the Waterfoot district I think it is—and probably to some extent in London; but I think the proportion of slipper-making would be very small compared with that of the ordinary boots and shoes.

86868. It is not a large industry in Leicester then?—No.

86869. Is it a women's industry; I suppose it is?—Not entirely.

86870. It is not done so much by machinery, I suppose?—It is done mostly by machinery.

86871. At what date did the great introduction of machinery in the boot trade take place?—Probably mainly about fifteen to twenty years ago.

86872. And in the hosiery trade?—In the hosiery trade it has been longer than that. There is continual invention in the hosiery trade, as there is, of course, in the shoe trade, and the tendency has been to reduce the number of people employed and, especially in the hosiery trade, to employ only female adults and girls.

86873. Was the change in the boot trade made suddenly?—No, gradually; but I think that probably we have arrived at the point when we are at the worst as to its effect on the displacement of labour.

86874. I thought it had been made suddenly, and had caused great hardship on that account?—No. The new machines are constantly being introduced with the effect, of course, that in each branch a larger number of people are being displaced. For instance, within the last eighteen months or two years a new machine has been introduced into what is called the clicking department of the shoe trade, which hitherto had had no machinery, and the effect of that has been said to be the displacement of two out of five workmen. I think that is perhaps an exaggerated number, but at all events it is displacing labour wherever it has been introduced.

86875. Was new labour introduced to attend to these machines, or were the old workers employed?—The old class of labour which was formerly employed at home, with the unlimited number of apprentices, is largely the class of labour which is most affected to-day, because when some fifteen years ago the factory system was introduced—that is, the indoor workshop system was introduced—these men had to go in and to very largely put their hands to the new machines, but since then the boys or younger people have been trained up, and these men are gradually dropping out as being useless, so far as machinery is concerned.

86876. The man who had been accustomed to make boots by hand had no natural aptitude for working machinery, had he?—Naturally, such a man had been used to a system of home life which did not induce him to take to the machinery very cheerfully, and he only took to it as a consequence of being forced into the factory. I will not say he was not so expert, but he was not quite so nimble as the man who has been trained to machinery. A proper shoemaker cannot help looking at the various sub-divisions through which a boot or shoe is taken, and he stops looking at each method as it goes through; but a man who is not trained as a shoemaker simply does his own turn, passes it on to somebody else, and, therefore, becomes quicker and more adaptable to working with machinery than the ordinary shoemaker did.

86877. I gather that trade unionism is very strong in your trade?—Very.

86878. Is yours the great union that extends all over Scotland as well?—Yes.

86879. I understand the out-of-work benefit came into force only in September?—It became general as from August, 1907. Out-of-work pay.

86880. You speak of sick-pay, but sick-pay is not the same thing as out-of-work pay, is it?—No. Sick pay has been paid by the union since about 1878, I think.

86881. I think I noticed that in one of your answers you use the term "sick-pay" sometimes when you meant out-of-work pay?—I am sorry if I do.

86882. Why are there so few unemployed in the hosiery trade as compared with the boot trade?—For the reason, from the male point of view, that they have been gradually displaced by female adults and by girls working the machinery. Displacement of male labour by female in hosiery trade.

86883. Who have been displaced?—Male adult labour has been displaced gradually by the introduction, or rather extension, of adult female and girl labour on the hosiery machines.

86884. It has already been displaced?—Yes.

86885. Some time ago, do you mean?—Yes, since the old hand-frame work; and as a matter of fact, there are very few males being taught now.

86886. What kind of trade was the old trade of hosiery; was it done at home by hand-frames?—Yes, or in what we call small or garret workshops. Perhaps a house would be built to take in one or two hand-frames and the men worked at home. That, to some extent, is done in the country districts to-day. The modern system is to have it wholly done by machinery. in hosiery trade extinct.

86887. (*Mr. Russell Wakefield.*) That room was always at the top of the house, was it not?—Yes, generally, and the large long windows indicate that—it was like a small lace factory.

86888. (*Professor Smart.*) I thought that a short time ago the hosiery work was done by equal proportions of men and women. At that time what kind of work did each sex distinctively do? There seems to have been a change in the kind of work which has given the preponderance to women now?—The men used to work the old hosiery hand-frames themselves, and I do not remember any females in connection with that department then.

86889. But about as late as 1905, I think the numbers were approximately equal?—In 1891, according to my figures, the females in the hosiery trade were 8,258 as against 4,113 males; and in 1901 the females were 9,107 as against 3,282 males.

86890. Do I understand there has been a rapid change within the last two years in the proportion of the sexes?—No; but practically no new males are being taken by the trade.

86891. Is there plenty of employment for women in Leicester?—Yes, for women and girls. Women's labour.

86892. You disapprove of married women working, you say; but as a fact are there many married women working?—I should say in Leicester there is a large proportion—a larger proportion than I desire to see, at all events.

86893. I gather that within the last ten years, perhaps, Leicester has been in a stage of transition, and that there has not been enough migration to drain off the superfluous labour?—The migration has been of the trade to the country districts, and I do not think the same amount of labour has passed from Leicester to the country districts. This migration has left Leicester with a plethora of what I may term unskilled male labour. Migration of labour.

86894. But still that migration seems to be going on?—Yes, it does.

86895. I see, according to your figures, there were only 395 boot and shoe operatives registered in 1907 as against 516 in the year before?—Those figures do not represent the actual numbers, because members of the trade union, as a rule, do not register with the distress committee. As a matter of fact to-day I believe that the shoe trade union have between 300 and 400 on their own unemployed list last month, and probably they may have quite that number this month again. Members of trade union do not register with distress committee.

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86896. But there is very little hope for these people ; they ought to be migrated, ought they not ?—I am afraid there is no hope unless we can retain the manufacture of the lower grade boots and shoes, which are very largely made now in the country districts. Within these last few years the boot and shoe industry, the hosiery and the elastic web trade have been drifting into the country districts ; and to-day within Leicestershire there are twenty-eight places which are now making goods very largely that were formerly made in Leicester.

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86897. What is the reason of that ?—Various causes are alleged—the desire of the manufacturers to get cheaper labour, to escape higher rates they say, and to obtain more freedom from the restrictions of the trade union. Those are the alleged causes ; I am not going to say whether they are correct or not. Some of Leicester's trade has also gone to six centres outside the county. That makes thirty-four places. If we had had half that trade now in Leicester there would not be a single unemployed, or a house empty, or a factory either.

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86898. I gather that piece-work is very largely introduced into the boot trade now ?—It is being more generally introduced now.

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86899. So that six workers turn out the same as nine did ?—That may be taken to be the case with regard to one particular branch of the trade ; I could not say that it would be the same in all departments.

86900. That is the finishing ?—Yes.

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86901. And the workers are earning about 30 per cent. more than they did ?—That is a difficult question to answer ; but as a matter of fact there is no doubt they are earning more when they are at work than they formally did.

86902. The tendency of piece-work is the survival of the fittest ?—Yes.

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86903. I gather that the tendency in Leicester is to increase the size of the establishment as a manufacturing unit ?—Yes. The smaller manufacturers do not certainly have so much chance of success as the larger, because the larger firms have better organisation ; besides which, it takes a great deal more financial backing to enter the shoe trade now than it used to do. There is not much prospect of a man commencing the trade nowadays unless he has got some capital at the back of him.

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86904. But how does that cause unemployment to the workers ?—It causes some little less employment by reason of the better organisation and the consequent reduction of the number of persons in the various departments.

86905. It means more economical working, then ?—Yes.

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86906. About apprenticeship, I do not see very clearly what apprenticeship would do in the boot trade. Would you advocate that a boy should be taught all sorts of machines for the making of boots from first to last ?—It is a most difficult question, is the question of apprenticeship. I look at it not only from the personal point of view of the boy or the girl engaged in the trade, but also from the manufacturer's point of view. I say no trade can be learnt properly or can be carried on properly unless the persons engaged in that trade get a general knowledge of the fundamental principles of the trade. I think, going further, that no nation can continue to go on at the rate we are going unless our people are better taught. It is difficult to suggest how that shall be done, because the old kind of apprenticeship, in my opinion, it is impossible to reintroduce ; but I think there ought to be some modern improvement of that, if I may so term it. I think it would have this effect—it would have a better effect upon the character of those engaged in the trade in the younger periods of their lives, which would be very beneficial afterwards, and much more beneficial to their home life than the present system.

86907. But unless you can connect apprenticeship with a better wage you will not do much, will you ?—I do not see why a good wage should not be paid even with apprenticeship ; but I think it would be to the interest not only of the worker but also the employer that the wage should go up gradually until the apprentice becomes an adult. I think the fact of earning very large wages too early in life and at uncertain periods, instead of being spread over gradually, has a deteriorating effect upon the character of the individual.

86908. I quite understand the gain of apprenticeship to the boy who is going to be a foreman, or a manager, or an employer, but I do not see exactly how the ordinary workman is to gain from this apprenticeship in the boot trade. You said a moment ago that a man obtained special dexterity on his own machine, and did not mind what happened to the work afterwards ; can you connect the two so that you can show any advantage to the apprenticed workman ?—That is the difficulty, of course ; but clearly there ought to be some higher incentive in human nature than the selfish point of view to know more than the mere sub-division of labour. Clearly, as being a unit of the nation and as being a worker in connection with an industry which he has to get his living by, it ought to be a sufficient incentive to him to know more than that mere subdivision, because opportunities may come along when it may be an advantage to him ; at any rate, it will be no loss to him and it will be a great gain to the nation.

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86909. Will that appeal to the working-class parent or to the boy himself ?—I hope so. The young person who became an apprentice and who had learnt the trade, and not a mere subdivision of it, would always get the preference of employment by an employer who knew that. I give as an illustration the results of those boys and girls who go to our technical school and get extra knowledge. They are the girls and boys who are getting best considered in after life in the ordinary commerce and industry of Leicester.

Industrial
training.

86910. (Chairman.) You mean that if there were a number of boys and girls applying for work these boys and girls would get the preference ?—Yes, because they have more general knowledge, and besides if they were thrown on their own resources they would be more adaptable.

Preference
is given to
boys and
girls having
industrial
training.

86911. Does the employer value at all the certificate, or whatever it may be, of the teacher at the technical school ?—Yes. I am very glad to say that the employers not only value it, but that they are paying the fees of many of their boys and girls to go to the technical school, and are giving all the boys and girls who do go to the school the preference of employment, and putting them into positions of trust and giving them better wages.

86912. Is there any special course connected with boot-making at the Leicester Technical School ?—Yes. We train them, and we give them an insight into what is necessary in the various departments, in the value of skins and of the leathers that are used for particular purposes, and, of course, they see the operations of the machinery which they cannot possibly go through in the factory.

Nature of
industrial
training in
connection
with boot
trade.

86913. Would you advocate that every big municipality where there was some special trade or industry should have its technical school connected with its special trade or industry ?—Yes. We are now making provision in the day-schools for pupils to come in the day-time, instead of having to come after they have done their day's work. In some trades the employers are sending them and paying their time for them to go to learn particular departments which they cannot learn in their own factory.

Municipali-
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Industrial
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86914. After school hours ?—After school hours, and in school hours. That is the system I should like to see in operation between fourteen and sixteen, or between fourteen and eighteen. It is very largely the system of continuation schools with an industrial application.

86915. (Professor Smart.) The labour bureau you speak about is, I gather, connected with the distress committee ?—Yes.

Use of
labour
exchanges
by employers.

86916. Is that not a very good reason why employers do not use it ?—I do not see that it should be.

86917. Have not labour bureaux got a bad name on that account ?—No, I do not think so. I think that in consequence of having a free hand with regard to the employment of labour they take those who casually come along without coming to us ; I think that is the reason.

86918. In Paragraph 33 you give a list of Government works which might tide over men who have lost their places owing to changes of trade, but I do not see very well how these employments would tide over skilled artisans ?—A skilled artisan who wants work and cannot get it is not beyond going to work on the land, or on any public work, rather than go to the parish.

National
relief works
and the
skilled
artisan.

86919. You are rather turning him into a navvy than tiding over the artisan ?—The same may be said with regard to trying to turn a navvy into a shoe-maker. He

Mr. Thomas Smith.
2 Dec. 1907. cannot always choose his work. I do not think because a shoe-maker is out of work that you can set up shoe-manufacturing in order to give him employment, because if you do you displace somebody else. The point is that you must employ him upon some work that does not come into competition with that with which he is connected.

86920. If you turn him into a navvy, surely he will come into competition with the navy?—To some extent, but not on national works. I think these are works on which you could without difficulty or loss take on or take off labour as is required.

Percentage of skilled men out of employment not so great as of unskilled.

86921. But this is mostly unskilled labour and muscular labour; is that not the department where the want of work is already so clamant?—The percentage of skilled men out of employment is not so great as the percentage of unskilled men.

"Training colonies" for work on the land.

86922. (*Mr. Phelps.*) With reference to your labour colonies, is it your idea that a man should go to them temporarily and come back to his industry when the demand for his labour was stronger?—I think there ought to be some provision made, if one may term them so, for "training colonies" where a man could be trained, if he is a shoe-maker, and he thinks of going out to Canada or to somewhere where he will have to follow some land work. It is much better to put a man on there a little while before he goes out than to send him out fresh, or I may say, quite untaught, with regard to the life he is likely to lead out there.

86923. That I can quite understand; but supposing a man is engaged as a skilled artisan in boot-making and he goes into one of your labour colonies owing to the slackness of employment, according to your view he must be intending to devote himself entirely to a new walk in life and to give up boot-making for good?—For the time being he would, of course.

86924. Do you think he can come back from that labour colony and resume boot-making?—Yes. In some country districts, take Northamptonshire for instance, there is a good deal of time passed on allotments and in connection with agricultural work.

Migration from town to country not of benefit to workman, as housing not so good and wages lower.

86925. You say there has been a good deal of migration into the country from Leicester?—Yes.

Allotments.

86926. Do you think on the whole that has been to the benefit of the workman?—No; because he works under less favourable conditions as to wages and is not so well housed.

86927. And you do not think the allotments and so forth make up for that?—To some extent they would, but I do not think the allotment system has been carried out to such a great extent as to affect the great body of work-people who have gone into the country districts.

86928. Would you say on the whole that it was better for an industry like boot-making to be concentrated in a town than to be spread about in villages?—Not necessarily so, but I am afraid that the man who comes from the country into a town displaces a man who does not want to go to the country; and that by the drafting of manufactures into the country districts you are taking men off the land that ought to remain there.

86929. Do you look forward in the future to manufactures being carried on much more in the country than in the towns?—I am sorry to say that the tendency at present is in that direction of moving from the centres.

86930. And you do not think that is on the whole a benefit to the working classes?—Not under the present conditions. I think probably in model towns and communities it might be, but we are a long way off that yet.

National insurance against unemployment.

86931. You want to have a national scheme of insurance against unemployment, and you say that the trade unions at present do pay out-of-work pay; have you any actuarial calculation by which you can insure against unemployment?—No.

86932. Do you think it would be possible for the Government to calculate what amount would be required for the purpose of providing against it?—I should say so. Personally, I do not think it is an insuperable difficulty.

86933. You know that insurance companies have never been able to arrive at it?—I have heard it said so; but sometimes Governments can do what insurance companies cannot do.

86934. What is called the insurable interest in unemployment is said to be very difficult to discover?—Yes, because there are no data.

Insurable interest in unemployment.

86935. Sickness one knows and death one knows, but the causes of unemployment stand on rather a different footing?—Yes.

86936. You have no suggestion to make on that?—No. I have not gone into that aspect of it except to make the suggestion that it ought to be done.

Difference between trade union rate of wage and that of rural districts.

86937. (*Mr. Gardiner.*) What is the difference in the trade union rate of wage between Leicester and the rural districts?—If you take the minimum wage which is paid in certain departments it would be probably a difference of 1s. to 2s. or 3s. a week.

86938. Does that apply to both the men and the women?—Yes; I should say that would be about the average.

Labour colony experiment.

86939. Have you any additional information to give us as to the effect of your experiments on the land at Gilroes?—Our experiments there have not been very successful for the reason that we had the land under potato cultivation, and unfortunately we were visited with disease and could not sell our produce for what we expected. But it is only a very small scheme, and on the whole I think it has had the effect which I suggest of giving temporary work to people who were not always used to agricultural work; and has tided them over their difficulty. I am looking forward in the hope that the new Allotment and Small Holdings Act may do even more in that direction than our small scheme has done.

86940. At Gilroes you had not enough land, had you?—No; it was a small amount of land which belonged to the Corporation.

86941. And you had too much labour on it, had you not?—No, I do not think we lost so much by that. I do not think our estimate for labour has been exceeded. Our income from produce has been very much less than what we estimated it would be.

86942. Could you give us any information as to the subsequent career of any of the men who were sent there?—No, I am not able to do that, because they are men who are really unskilled in most departments, and I am afraid continue to be registered with us for that reason. There is no opportunity in Leicester now of absorbing this male labour unless trade does increase very largely, or we are able to get some industries that will absorb the extra male labour; or stem the tide of the trade in the lower grades of boots and shoes going to the country.

86943. I understood you to say in answer to the Chair-Governmen man that you look forward to the establishment of un-employed labour exchanges; by what authority do you think they should be set up?—By the Government, I think.

86944. And administered from Whitehall, so to speak?—In co-operation with the local authorities, the municipalities, certainly.

86945. Do you think you would get enough adaptability to local conditions under such an organisation?—Yes; I do not see why you should not. My whole point is that I think the nation should be responsible for unemployment entirely, but that it should work in co-operation with the municipalities and the county councils.

86946. So you would prefer to see these exchanges set up by the corporations and the county councils?—Under Government control, certainly.

86947. You tell us there is a great deal of compounding in Leicester; is there any growing feeling in the town in favour of getting rid of it?—I do not think there is amongst the working classes; but I believe that the owners of property to-day would be very glad to get rid of it. In times when property is well let it is an advantage to the landlord and an advantage to the town; but from my own personal view I should say it is better for all purposes that the rates should be paid direct and not compounded for.

86948. Practically, then, there is not a very strong feeling in favour of that proposal in Leicester?—I do not think, in fact I know, that the question has not been practically placed before the electorate.

86949. (*Mrs. Bosanquet.*) In reference to Paragraph 16, what is the particular teaching to which you refer, which you say has had such a bad effect?—Plainly, I mean by that that in modern times there has been no real direction to the working-classes to become thrifty. I think the tendency has been the other way, to teach them to depend too much upon the Government of the country for everything they want, with the result that they become less in favour of making provision for themselves when they can.

86950. How has this teaching reached them—through the Press or how?—Largely, I am afraid, from street corners and market-places.

86951. I gather that you think the same influence has been at work in the Poor Law administration?—I think that the tendency of the present age—at all events I am speaking of Leicester—has been rather to encourage people to go upon the union more than it was formerly.

86952. Is the increase in the rates to any large extent due to an increasing poor rate?—The poor rate has increased certainly.

83953. And the increased rate, you consider, has tended to drive work from the town?—That is one effect. Then the continual parading of Leicester's position has not, from the unemployed point of view, tended to encourage the introduction of new industries into the town. I think I would refer you to the report which has just been published by Mr. Walsh, the inspector of Poor Law for the district of Leicester and Nottingham. He says: "The rate of pauperism in Leicester"—this is from the *Labour Gazette* of February 1907, p. 63—"on one day in the second week in January 1907 was: indoors, 1,655; outdoors, 5,176; making a total of 6,831, or a percentage of 292 per 10,000 of population, which is higher than any other industrial town in the country outside London." Then the *Labour Gazette* for November, 1907, page 349 gives the number of indoor paupers at 1,488, and the number of outdoor paupers at 4,511, or a total of 5,999 which is 257 per 10,000 of population, and is the highest rate of all the large towns in the country. My point is that looking to the general state of the trade of the town of Leicester during those periods that rate of pauperism is much higher than it should be.

86354. Has it had a distinct effect in making the unemployed problem worse?—No doubt it has. I am inclined to think that sufficient regard is not paid to the aggregate earnings which are coming into the houses of the people. We have just completed a special census of the unemployed who register with the distress committee. The weekly total income of 504 families based on the average amount of wages earned by the applicant during the past two years, also the earnings of the wives and children as stated in the Record Papers (the amount paid for board only being reckoned in the cases of the children who are not dependent, but who are living with their parents), comes out at £1 0s. 7d., or an average weekly earning per head of 4s. 9d. That is in the case of those who have registered as unemployed. It is above the rate which I think the guardians reckon as being within the pauper rate. I am not offering any explanation of that, but I say that is the result of our investigation.

86955. And that figure is brought out not by taking the children's earnings at their full amount, but by only taking what they give to their parents?—That is so.

86956. So it does not show the full amount of the family earnings?—That is so. It is based on information that the people give themselves. We have had a special census taken for the purpose of arriving at that.

86957. And these are the people who are applying to the distress committees for assistance?—Yes.

86958. (*Mr. Lansbury.*) About your out-relief figures, the 5,176 in the one case, and the 4,511 in the other, do they include the women and children?—I should say they do. Mr. Walsh says that in the first week of the year 1900 the number of outdoor poor was 2,916, whilst in the corresponding period, 1905, they numbered 6,019, an increase of over 100 per cent. The average weekly cost was in 1900 £352, in 1905 £656.

86959. Your other figures 1,655 and 1,488 would no doubt very largely be aged people who would have no children dependent on them, and what I want to get at is whether the swollen figures include the families of the

men who were getting relief on test?—I do not think that the labour test men would come in under the first set of figures; in the second, I think they would.

86960. (*Mr. Lansbury.*) I want to ascertain what the figure really means, whether it means that 5,000 men were added to the rates as getting out-door relief, or whether it means 5,000 men, women and children.

86961. (*Mrs. Bosanquet.*) The figures cover the same class in both cases, do they not?—So far as I know.

86962. I gather that you think there is a distinct surplus of labour now in Leicester?—Chiefly of male labour. There is no surplus of female labour.

86963. Have you attempted emigration from Leicester?—A little. There is very strong feeling amongst the trade union leaders in opposition to emigration; but I am, to some extent, favourable to it. Where an artisan feels that he has no chance in his own country of improving his position and of getting work, particularly where there is a family of children, I think it is much better for him to emigrate than for him to bring up his children under the conditions which exist here to-day—so far as that is concerned, I am favourable to emigration. But I am not favourable to unlimited emigration. I do not think it is a wise thing for this nation to get rid of its best blood and sinew, but I think there are certain circumstances under which it is distinctly better for a man to go into a new country with his family.

86964. I gather that these men are all engaged in the second-class industries, not in the first-class industries?—Not all of them, but a large percentage of them would be—what we might practically call the unskilled.

86965. So we should not be sending away our best men?—Some of the labourers are good men in their particular industry, but we should not call them skilled.

86966. They are not men for whom we have work in England?—Unfortunately, as I say, the building trade is in a state of stagnation, and has been for years in Leicester. Owing to speculative building, we are very much over-built, and there is no chance for those men as far as I can see, for some years. They are good men from a physical standpoint, but they are not skilled artisans.

86967. So for their own sake and their families' sake it would be best to emigrate them?—Especially for the families.

86968. And it would place the town in a better position if you were to carry off this residuum?—Yes.

86969. I rather gather that the wages have risen considerably in the boot trade, say in the last ten years?—I did not say considerably, but I think wages have a tendency to rise largely by reason of the introduction of the piece-work system, although the minimum has been raised, apart from the question of piece-work. I may explain that the system in the shoe trade has been for years, even in the case of weekly wages, to have a certain amount of work done for the amount which is paid, and the complaint was that there was a restriction of output on the part of the workmen in order to fix that rate at a higher level than would have been the case if they had been working on piece-work prior to the fixing of that rate. Since the introduction of piece-work, of course there has been no restriction of output, and there has been more, if I may use the term, selfish incentive to a man to go ahead and earn as much as he can.

86970. Can you give us any idea what percentage of increase in the wages there may have been in the last ten years?—No, I could not. It is a very difficult matter to get from employers any statistical information with regard to that, and one can only judge by one's observation and by inquiry.

86971. Do the unions keep any record of the rates of wages?—Not of the separate earnings of the men. Of course they naturally do keep records with regard to the minimum.

86972. Do you think it is probable or possible that the man earns as much now in his shorter working life as he used to do in his longer working life?—Certainly I think his wages are better to-day than they were. Are you meaning the aggregate wages?

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Surplus of male labour in Leicester.

Emigration.

Large percentage of unemployed are unskilled labourers.

Stagnation in building trade due to over-building.

Increase of wages in boot trade.

Improved aggregate earnings notwithstanding shorter working life.

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86973. You say he works fewer years, I want to know whether you think in those fewer years he earns as much in the aggregate as he did?—Yes, I think he does, because the earnings, unfortunately, in my day were very much lower than they are to-day, and a man had to work very much longer hours than he has to-day.

86974. So far as that goes, I gather that nowadays he could not work so long?—I favour the reduction of hours.

86975. And of years?—And of years, but I think there ought to be a pension at the end of it.

86976. (*Miss Hill.*) I did not quite understand how much you thought the State ought to be responsible for the out-of-works. You seem to think that the nation should, in some form or another, step in?—I do not think that the nation can be made responsible for all the causes which lead to unemployment, because if you are going to ask the nation to be responsible for all the causes that lead to unemployment, you must go back further than that and say that the nation should prevent some of the causes which lead to unemployment.

86977. What rather puzzles me about your thinking the State should be responsible for it, is that you seem to dwell a good deal on the importance of a man feeling his own responsibility, and on the importance of home life, and it seemed to me a little difficult to reconcile the two objects of making the State responsible and of stimulating the man's own energies?—I probably did not make myself quite understood upon that point. My main reason for saying that the nation ought to be responsible for the provision of work for the unemployed is this—that I do not think any locality ought to bear the whole burden of any change which is for the benefit of the nation generally. The whole expense of that ought not to be borne locally. For instance, Leicester to-day is, as I have said, passing through a crisis in the history of its trade, and the new conditions are displacing labour by machinery much more largely perhaps in Leicester than in many other centres of industry. If that is good for the nation, the locality ought not to bear the cost—the nation ought to bear the cost of that. I do not mean—far from it—that there should be no individual responsibility. I think you will find in my statement I say that the tendency of the present age is to throw the individual responsibility on to the community, and I do not want to increase that tendency; but I do say that if changes take place which are beneficial to the nation as a whole, the nation then ought to bear the responsibility, and not the locality.

86978. Then you would not recommend that the nation should be responsible for all individuals, but only in those particular instances in which it was proved that the nation benefited by the change in the conditions. Would that not be very difficult to ascertain?—All these questions are difficult of solution. What I want to make plain is that if the individual is to call upon the nation to do everything, then I think if the man drinks and gambles his money away, the nation ought to have the right to administer his money; and I should go back further and say that in cases where people enter into married life with no prospect of being able to keep themselves or their families, the nation ought to step in and say they ought not to be married. Of course, that is going back further, but if you ask my opinion upon these points, I am bound to say that.

86979. I quite realise the importance of all that you say about a national system of insurance against unemployment, and also I can see how the trade unions, who know the demands for employment and more or less the men and all the other circumstances, could arrange for the treatment of unemployment; but a general system of national security against unemployment or of indemnification for it, would seem to me to undermine the character in a way that you would be the first to regret. You see, in unemployment so much depends on the amount of will and skill and effort at self-control of the man; and the State cannot govern that at all?—The tendency is to say that everyone, no matter whether he has tried or not to build up his own character and position in order to become a good citizen—no matter whether he has failed to do that and whether it has been his own fault or not—the tendency is to say that every man ought to be provided for. I say that the effect of making every man responsible very largely for his own provision would have a tendency to improve the character of the individual and the character of the nation.

86980. That I quite realise, and I see how much you care about it; but it seems to me that the bringing in of the State behind that would undermine that character and diminish that effort to a very large extent?—If it is going to be done at the cost of the individual's character, I should say then, do not proceed. It is very difficult indeed to suggest remedies without some objection to them being possible. I am only suggesting what I think is right from my own point of view, and I quite see the difficulty of carrying these remedies out.

86981. (*Sir Samuel Provis.*) You say in Paragraph 19 of your Statement that under the Unemployed Workmen Act "the distress committee is powerless in respect of providing work for the unemployed"; what had you in mind there—the financial difficulty?—Of course, we cannot buy land except through the farm colony scheme. We attempted to do that, and raised a sum of £2,000 to purchase land for a colony, but we could not get beyond that point. We were aware, of course, that we cannot initiate work. We can only take works from the corporation which the corporation is willing to undertake at our instigation.

86982. But there is nothing to prevent your initiating work, is there?—I am unaware of anything in the Act which gives us power to spend money to initiate works.

86983. There may be the financial difficulty; that is to say, you want to get funds, either by subscriptions or otherwise?—The financial difficulty is the main point.

86984. Supposing you get funds, there is nothing to prevent it, is there?—Even then, supposing we get funds, how difficult it is to initiate locally work which does not come into competition with that which is already being done. Our corporation have been good enough, through some of its committees, to introduce work which they would not have done just now except for the difficulty of unemployment, and they would not have done that only at our suggestion. But that only puts it somewhat further along.

86985. Therefore, there is not so much a want of power as the practical difficulty that you have in your mind?—There is the financial difficulty, and then I do not think that the question of unemployment can be got over locally.

86986. Take the financial difficulty; you did, in fact, raise money by subscriptions in Leicester, did you not?—Yes.

86987. And to that extent you got over the difficulty, did you not?—Only partially so, because you see we have only been able to employ a matter of perhaps a fifth or a sixth of the people who are registered. Then the Local Government Board said that we were to employ those people on the works for which they granted a loan or from the unemployed fund, continuously; and therefore it did not spread over a large number.

86988. You raised about £700, if I remember rightly, did you not?—Yes, last year, and a larger sum the year before, I think, but I am afraid we have got to the end of that.

86989. Did you raise anything the year before last?—Yes, with the Queen's Fund as well.

86990. You got a grant from the Queen's Fund I know, but did you raise anything yourselves?—Yes. We obtained promises amounting to £3,672 towards establishing a farm colony.

86991. And £700 last year?—Yes, £769. Two years previously we also raised £2,300 by voluntary contributions for the unemployed and citizens aid work.

86992. Has any appeal been made this year?—Not this year. The difficulty is that we have had a number of subscriptions for benevolent and charitable institutions locally, and I am afraid there is not much prospect of raising a voluntary fund this year.

86993. You refer to the advantage of the working man paying his own rates; have you, as a member of the town council, had to do with the levying of the rates in Leicester, or has that not come under your personal observation?—It comes under my personal observation, because I am a member of the council; but I am not one of the overseers.

86994. I did not know whether you had to do with it as a member of the committee of the town council on such matters?—If I may be allowed to say so, the town

Limitation
of power
of distress
committee
to provide
work.

Financial
difficulty.

Competition
of relief
work.

Only part of
applicants
employed.

National
insurance
against
unemploy-
ment.

Payment of
rates by
working man.

council have done me the honour to elect me as mayor this year, and in my address I make that one of the suggestions which may probably create more interest in citizenship, and I suggest that the finance committee should consider it. It has gone so far as that.

86995. What do they practically do now in Leicester—do they compound?—Largely, for cottage property up to 5s. per week for the poor rate, and 6s. per week for the district rate.

86996. Both for the general district rate and for the poor rate?—Yes, they are both included. We are one authority for the two.

86997. The area is the same, I know?—Yes.

86998. You collect both the rates?—Yes.

86999. But, of course, they are collected under different Acts?—Certainly.

87000. And the provisions are not the same, but you have hitherto, have you not, had a system of compounding?—Yes; it has always been in existence since I have been there.

87001. Have you a practicable scheme for getting rid of it?—No. I have not gone into it thoroughly. The general point raised against it is the difficulty of the collection.

87002. That is what I want to know about?—I do not think that is insurmountable. I think that the probability is that if you take away the percentage which is allowed to the owners who do compound that would very largely cover the loss that might result from the collection of rates under the new system. Of course, there is the question of collection. The benefit that would be derived from that would be, I think, that there would be less tendency to extravagance by people voting without sufficient thought for schemes and persons who are in favour of costly schemes.

87003. Is there much change of residence in Leicester?—Yes, I should think probably up to the average removals. It arises from the fact that the town covers rather a large area, and when people move from one factory to another they naturally move to a house which is as near as possible to the factory.

87004. You do contemplate a loss in the collection?—I think there would be bound to be a certain percentage of loss, but I think that would be more than made up

by reason of the saving of the amount which we allow for compounding, and by reason of the additional interest which I hope it would induce the ratepayers to take in civic life.

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87005. Would you contemplate more frequent collection?—Yes, in that case, certainly.

87006. Would you go so far as a weekly collection?—Weekly. There might be some system arranged of a collection weekly or monthly—weekly probably would be preferable; but I think the probability is that in a scheme of that kind you would have to have not only a central office, but district offices where people could have facilities for paying-in.

87007. Facilities for themselves paying?—For paying themselves, as well as for collecting.

87008. (Miss Hill.) Would you make a small allowance to a tenant who paid beforehand, or paid up to date?—Yes, I think that would certainly be an incentive. I do not see why we should not make proportionately the same allowance to the tenant that we make now to the owner.

87009. (Sir Samuel Provis.) You would want statutory authority for that, would you not?—I am not quite sure that we should for the collection, but we might certainly for the allowance.

87010. I mean for the allowance?—Yes; that, of course, is under the Assessment Act.

87011. (Mr. Gardiner.) What percentage is allowed now to those landlords who compound?—I think for cottage property it is 30 per cent. when the landlord undertakes to pay the rates, whether the cottages are let or not, and 15 per cent. if he only pays when the cottages are let.

8712. (Mr. Phelps.) Do you reckon that that is made up by charging for the voids?—An allowance is certainly made on the condition that they pay whether empty or let.

87013. Is it the idea that the one is about equal to the other, I mean?—Yes, you may depend upon it that it would not be more than that, otherwise the rating authority would increase it.

Mr. WILLIAM HENRY EDWARDS, called; and Examined.

87014. (Chairman.) You are High Sheriff for the county of Glamorgan, you are ex-Mayor of Swansea, and an ex-member of the Swansea Board of Guardians, and you are a member of the Swansea Harbour Trust?—That is so.

87015. You have prepared a Statement which we will treat as your evidence-in-chief if you will kindly hand it in?—Certainly.

(The Witness handed in the following Statement.)

1. I have been a tinsplate manufacturer for thirty years, and at present employ about 1,000 hands. I have been the proprietor of three tinsplate works, but have retired from two of them. I am also the proprietor of a steel works. I am Vice-Chairman of the Tinsplate Makers' Association. I am a director of the Welsh Tinsplate and Metal Stamping Co., Llanelly, employing 300 to 400 hands. A director of the Swansea Chemical Co., Llansamlet, and shareholder of the Swansea Antimony Co. I am the present High Sheriff for the County of Glamorgan. I was Mayor of Swansea during 1894 and 1895. I have been a Magistrate for the County of Glamorgan since 1894. I am a member of the Swansea Harbour Trust. I have been a member of the Swansea Board of Guardians.

2. There should be no men out of work at present, and those who are, are chronic.

3. I have been desirous that my steel works' men should reduce their number of hours from twelve to eight hours per shift, for some years. At last, after pressure from their own trades union, they have agreed.

4. I have been for years anxious that the men employed in tinsplate mills should reduce their hours from eight to six hours per shift, but without success.

5. I have several times recently had my mills idle through being unable to obtain workmen.

87016. (Chairman.) You have held a number of official positions in the county of Glamorgan in connection with Swansea, and you are an employer of labour of various different forms?—Yes.

87017. Have you a distress committee in Swansea now?—Not to my knowledge.

87018. Employment just now is plentiful in Swansea?—Yes, very.

87019. Taking your particular business—tinsplate manufacturing—I suppose there is a certain number of skilled workmen employed in that? What would be the proportion of skilled to unskilled, should you say?—I should say that seven-eighths would be skilled.

87020. At the present moment you are rather short of men than otherwise?—Very short.

87021. What sort of wages would your skilled men get; above what wage would the skilled men be paid?—When I speak of skilled men, I reckon the boy who does skilled labour as well; and, of course, there are different grades. The highest grade of skilled workmen would average, I should think, about £5 a week.

87022. And the lowest grade of what is called skilled labour?—That would be down to 16s. a week.

87023. The tinsplate-making industry comprises the manufacture of steel ingots, does it not?—Turning pig-iron and ore into ingots in the first place.

87024. Some tinsplate makers import their steel bars or buy them, do they not?—They buy them when they can be dumped at a lower price than we can make them.

Mr. William H. Edwards.
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Shortage of labour.

Proportion of skilled to unskilled in tinsplate industry.

Wages of skilled workers.

Mr. William H. Edwards. 87025. What is the usual practice ?—To make them at home.

2 Dec. 1907. 87026. In the steel industry the proportion of unskilled to skilled labour is considerable ?—Yes. We look upon the boys, after they have worked a short time, as being skilled in their department.

Prospects of boys in tinplate industry. 87027. Have those boys any prospects ; can they rise ?—Yes. They go from one stage to another. Taking the mills, for instance, they start as boys, and there are three stages above the one in which they start. They first of all become what we call catchers then from catchers they become furnacemen, and from furnacemen they become doublers, and from doublers they become roller-men ; those are the four stages.

Expansion of industry. 87028. Your industry has extended considerably of recent years ?—It did up to 1890, then there was a slump for many years, and then for the last four or five years there has been a further expansion.

87029. During that period has the supply of labour been in excess of the demand ?—For the last five or six years there has been a good demand for labour, and no surplus at all.

87030. At present I understand you are short of men ?—That is so.

Hours of work. 87031. What are your normal hours ?—In some departments they are twelve and in some eight.

Tinplate industry not seasonal. 87032. Is the tinplate industry a seasonal trade at all, or does it work pretty well on month by month ?—It works regularly.

Overtime—no room for. 87033. I suppose a trade that works regularly is not so much subject to overtime as one that is seasonal ? No ; we work from Monday morning to Saturday afternoon ; there is no room for overtime unless I have to ask them in an occasional case to come in on Sunday night, or rather early Monday morning ; but that is a very unusual thing.

87034. What I understand in seasonal trades is that a number of contracts are made, and a number of goods have to be delivered, very often, at a particular date ?—That is not worth mentioning in our trade. There is one trade with which I have to do a great deal more than anyone else, and that is the Roumanian trade, which is shut up from now till February, but that is a small proportion.

87035. It would be seasonal in this sense : Where you had orders from foreign countries where the rivers are either unnavigable or the seaboard is frozen at certain times of the year, and then you have to get the tinplate forward ?—We have to get them ready by the time the ice breaks up.

87036. With regard to overtime, you are rather in favour of shorter hours than longer hours ?—Yes.

Reduction of working hours. 87037. What was your reason for wishing to reduce from twelve hours to eight ?—Up to about thirty years ago twelve hours were worked in almost every tinplate mill in the trade ; then the machinery was improved though the physique of the men could not be improved ; my predecessors got them to eight hours ; machinery has been further improved, and we want them now to work six hours, but they decline to do it.

87038. (*Mr. Lansbury.*) Have the wages remained the same ?—It is piecework ; but with the improved machinery I contend they could do as much in the six hours as they do in the eight, because eight hours is too long for them.

87039. (*Professor Smart.*) You mean you want six hour shifts ?—Yes.

87040. Two shifts in the day or three ?—The men would work one shift of six hours every twenty-four hours ; we should have four shifts then in the twenty-four hours instead of three of eight hours, as we have now.

Wages. 87041. (*Chairman.*) What does a shift earn in a day ?—There are the four grades in each mill, the rollerman at the head with the six hours could earn about 11s. a day.

87042. And what would the lowest earn ?—Next to him is the doubler who would earn, I should think, about 9s. a day, without giving you the exact figures ; I could work it out.

87043. The question referred to us mainly deals with the lowest paid class of labour ?—The boys would be the lowest, and I should say a boy of sixteen years of age would earn in the six hours about 4s.

87044. What was the objection of the trade unions to the reduction of hours ? Was it that they said the reduced hours would not give an adequate wage ?—I suppose what they were afraid of was if they only worked six hours we should want to bring down the rate per box or per ton ; that is what they were afraid of.

87045. That you would pay less for the piecework, and therefore the payment would fall ?—We say if you only work six hours and turn out as much it is not any worse for you ; but they prefer working at a slower pace and working eight hours ; but we say that is not fair to the machinery.

87046. If the machinery is speeded up they ought to work up to the pace of the machinery ?—We want them to work up to the pace of the machinery.

87047. The machinery has been speeded up very much of recent years ?—That is so.

87048. One of the reasons for the reduction of the hours was because the work per hour for the eight hours was not so good as it would be for six hours ?—That is so.

87049. And still less good for twelve hours ?—Yes.

87050. Is the tinplate industry a long-life industry ; is there much disease ?—Very little ; they are not able to work up to a very old age, especially since they have had better machinery, but they live to quite an average age.

87051. You do employ a certain amount of unskilled labour ?—Yes, but very little.

87052. Should you say that if any considerable portion of the people that want employment in Swansea applied to you they could be taken on, or is it a class of labour that you do not want ?—Most of the unskilled labour with us is what any man can do who can handle a shovel or wheel a barrow ; that is to say, loading and unloading trucks.

87053. You are of opinion that so far as your locality is concerned there is no need for anybody to be out of employment ?—I never could have been so emphatic about that during the whole of my business career as I can be to-day.

87054. Should you say there are many unemployed in Swansea now ?—I do not think there are, except coal trimmers—or what we call hobblers—down at the docks, who take their chance of boats coming in.

87055. I suppose there is a good deal of casual labour there ?—Yes, at the docks.

87056. It has been suggested to us by certain witnesses that there is a certain class of labourers who like this casual labour because they can break it when they like ?—Yes, they can work twelve hours at a stretch and live for the rest of the week on it ; they do not care to work regularly.

87057. Do you employ women ?—Yes, mostly young girls.

87058. What do they do ?—Clean the plates and open them, and work in the pickling.

87059. Is that pickling dangerous work ?—Not at all.

87060. Have they any prospect of rising beyond that ?—No, they have not. We have three departments, and once they get into those there is no chance of improvement.

87061. Do they work in families at all ?—The father probably is at the works and several brothers and some sisters perhaps.

87062. I suppose married women do not work there ?—I know nearly every one in the works, and I cannot call to mind one.

87063. Not a single married woman ?—Not a single one as far as I know. I think I should know if there were many at any rate.

87064. Really you are pretty confident that employment just now in the neighbourhood of Swansea is plentiful, and that there ought to be no considerable number of persons in distress from lack of employment ?—That is my opinion.

87065. Do many of the people who work in the tinplate industry come on to the Poor Law afterwards, or do you think they are able to make provision for themselves?—I do not think a great many of them come on to the Poor Law, because they have their children to maintain them after they get old themselves generally.

87066. Should you say the conditions of labour have improved in the last twenty years in the neighbourhood of Swansea?—We had a break when the McKinley Bill was passed in 1890; it came into force in 1891, I think; we had a very bad time for ten years, but since those ten years have expired we have never had better times in the tinplate trade with regard to employment of labour.

87067. What happened when there was that distress: was there great emigration?—A great many went to the States because the business went there.

87068. Have any come back?—Not many of them, but I am afraid a great many will come back now.

87069. You think the industrial depression in America will bring them back?—Yes, but I think only temporarily.

87070. There are not many manufacturers of tinplates in the world, are there?—The States and ourselves are the principal ones; they make tinplates in Germany, Spain and Italy, but not to any extent as compared with ourselves and the States.

87071. There is not much migration between the tinplate works in these various countries?—Very few people leave Wales; there were those that went to the States, but that is the only instance.

87072. Are your works near Swansea?—Within the borough; three miles from Swansea.

87073. (*Mrs. Bosanquet.*) Would you employ more men if your hours were reduced to six per shift?—Certainly, one-third; more in some departments, but one-third throughout. We should employ a great many more. We employ now in our mills 390, and we should want forty more.

87074. Where would you get them from; you tell us there is no surplus labour now?—We should have to wait until they grew up.

87075. Are the boys regularly employed or regularly apprenticed, and work up?—No, there are grades; they start at the bottom and take their chance of going up rung by rung, and they insist on having their turn as they become seniors.

87076. Do most of the boys who come in stay with you?—They very seldom leave us.

87077. You can find room for all of them?—Yes, the children come after their parents.

87078. It keeps in the family in that way?—The family go where their parents have been before, generally.

87079. How would the change in the shift affect your wages bill; would it increase?—As we pay piece-work, provided there was no alteration in the basis, we would add 33½ per cent. more.

87080. I gather you think it would not affect the earnings adversely in any way?—I should be very glad to make a contract that we would not alter the basis if they turned out the additional quantity, because with the same capital expenditure we should turn out one-third extra.

87081. I do not know whether you can answer the question, but supposing the men only worked six hours in the day, what would they do with the rest of the day?—I do not know that I am better able to judge of that than anybody else.

87082. Taking the boys, do you think, supposing they only worked six hours a day, it would be a profitable thing to have some technical classes?—Some evening classes of some sort; I think so.

87083. They would not be too fatigued for that after their work?—No, I do not think so.

87084. Are there any classes of that kind in Swansea? There is a technical school there, at which they have evening classes, but I am sorry to say very few attend.

87085. How do the women's wages range?—They range from 7s. a week up to 21s. There are three departments; in one department the girls can easily earn £1 a week if they like; then there is another where they earn about 10s., and the cleaners, that is in the tinning, can earn from 7s. to 10s.

87086. Is that very laborious work?—No, we have the lady inspectors coming to see we do not treat them badly.

87087. Are they doing in any way the same work as the men, or is the difference sharply defined?—It is quite different.

87088. There is no question of their joining the men's union?—Attempts have been made to get them to join, but they have not done so.

87089. They have no union of their own?—No.

87090. (*Mr. Gardiner.*) What percentage of women do you employ?—We employ about seventy altogether, out of about 900 at present.

87091. You said you were unable to find workmen. Shortage What workmen are you looking for—skilled men?—Yes, of skilled workers.

87092. Is the trade union very strong in that trade?—Yes.

87093. Does it limit the number of apprentices?—We have no apprentices at all; the boys come in as apprentices of boy would come in, and they start at the lowest rung and labour.

87094. There is no rule as to how many boys should be employed to how many men?—We have a fixed number to each mill; three men and a boy to each mill.

87095. One boy to three men, that is the proportion?—You could hardly put it so distinctly as that; just as they are required they are promoted.

87096. And the union lays down no proportion?—You must have four to work each mill; you cannot work a mill without four, and if an intermediate one is not at work, you have to promote the other to take his place, and bring in another boy to take the place of the lowest one.

87097. (*Mr. Phelps.*) Have you been affected at all by the Workmen's Compensation Act?—To the same extent as other people.

87098. Do you find it makes much difference in the character or age of the people you employ?—Not yet; but, I think it must eventually, because I take it that all employers will want to get old men out of the way, and have young men instead of them.

87099. Do you find the insurance offices draw any distinction of that sort?—I have not found any distinction of the sort yet; they have not gone into the age question with me yet. They have not asked the age of my employees.

87100. Have they ever asked you with your regard to, say, one-eyed employees?—Never.

87101. Do you think the time is coming when they will be more exacting in those matters?—I do.

87102. Then you think that will tell against older people?—Yes.

87103. (*Chairman.*) I understand that it is a yearly contract as to the rate for insuring under the Act?—Yes.

87104. Do you pay the same rate under the new Act, or has it been raised?—It has been raised, but to what extent I cannot tell you, considerably, I think.

87105. (*Mr. Lansbury.*) Because of the new Act?—Which came into force on the 1st July.

87106. (*Chairman.*) It has been sometimes alleged to us that the rate is raised because the previous rate had not been high enough to cover the loss: has anything of that sort occurred to you?—Yes.

87107. The question is, does the action of the insurance companies tend to rather put pressure on employers not to employ old men. What do you say upon that?—I think the inclination of employers is not to employ old men so as to keep down the premiums without pressure from the insurance companies.

87108. Assuming a premium was insufficient in one year, the insurance company would in all probability raise it the next year?—That is my belief.

87109. Therefore, to anticipate that, employers are more careful about the age of the men they employ than they used to be?—That is so.

87110. Is your experience that when older men get injured they are longer recovering than the younger men: that has been alleged to us?—I am glad to say we have not had many accidents.

Mr. William H. Edwards. 87111. Yours is not a dangerous trade?—No, we have very few accidents.

2 Dec., 1907. 87112. Is there not rapid running machinery?—Not at any very high speed.

Training of boys.

87113. (*Professor Smart.*) What is the nature of the skill required?—A boy comes into the works, and he does what we call cold rolling; he handles every sheet, and passes it between a pair of rollers; he has to be very careful he does not send two sheets in at a time. He has a pack of sheets, perhaps forty or fifty, on his lap, and he has to pass them in singly; if one overtakes the other there is a mark made on it, and it becomes a waster. It takes him some time before he is a skilled boy at that. Then he goes on to the mill proper, where he catches the plates behind the rolls; he has to know when to grease the bearings, otherwise the rolls would break, so he has to become a skilled, what we call, seconder; then he has to get on to the furnacing where the heating is done, it takes him some time to become a skilled man at that; when his time for promotion comes on, he goes on to doubling, and when he becomes a skilled man at doubling he goes on to the rolling, and becomes skilled at that; then he is at the top of the tree until he becomes a foreman. I have ten of those mills, so that there are thirty in each of those four skilled departments, ten in each shift of eight hours.

87114. You have four skilled departments, and the boys may rise?—From one to the other, from the first to the fourth, and become skilled in each.

Age of maximum earning of skilled labour.

87115. How long would it take a boy to become a skilled worker in any of those departments?—They start generally at about sixteen, and a great many of them are at the top of the tree—it depends on the expansion of the trade, and the promotions that take place, but a great many are at the top of the tree at twenty-four.

87116. What will he be earning all the time?—From 16s. to about £3 10s., when he touches the top of the tree.

87117. They are about twenty-four before they become full earning?—They can get to full earning at twenty-four, if there are extra mills put on, or men drop off so as to create vacancies.

87118. Is it heavy work?—It is continuous; you cannot call it very heavy, but it is hot, and you have to keep at it the whole time; it is not intermittent at all.

87119. It is work that would not naturally be done by women?—It could not possibly be done by women.

87120. The nature of the unskilled labour is merely barrow and shovel work?—Yes, principally.

Wages of unskilled labour.

87121. What wages would they get?—A great deal is piece and tonnage work, but I do not think we have anybody under £1; it is from £1 to 35s. a week.

Piece-work.

87122. Nearly all piece work?—Yes.

87123. That is not what is usually paid for what we should call barrow and shovel work?—It is wheeling from the trucks on to the place where the materials are stored for the furnaces.

87124. Then there is some skill required?—I should not call it very much skill; one man might be able to do a little more work than the other if he was accustomed to it.

Tonnage rates.

87125. You would not give 35s. a week to unskilled workmen?—Not day wages, but they can earn 35s. a week on tonnage rates.

87126. That is because of the scarcity of labour, I suppose?—No, because we like to have some three or four men that will take control of the place; then they employ the men to help them, just as they require them. One day we may have two or three cargoes of stuff, and the next day nothing, so we only keep a certain number of men, and they employ the others.

Casual work.

87127. You have some casual labourers then?—Casual to this extent; they are always about, they do not go elsewhere; there are three or four men responsible for the work.

87128. And they engage the casual labourers?—Yes, they engage what you call the casual labourers.

87129. Do they pay them?—Yes.

87130. They pay them direct?—They get the money from the office, but they arrange what the wages are with them. We pay a tonnage rate, and we know what they pay the others, but they employ and discharge them.

87131. Is there any large amount of this casual work?—No, there are not more than a dozen out of the 900 or 1,000.

87132. You find them always ready, waiting at the gate?—Yes, or rather they come inside the works; they do not go anywhere else to work. They work anywhere from four to six days a week.

87133. Not often less than four days?—No.

87134. You would not encourage a set of men who would only work four days?—No, we should not care to bother with them.

87135. Have you the same experience of that shortage of labour in any other trade about Swansea?—Yes, in the collieries they are just the same. Shortage of labour in collieries.

87136. On what account?—On account of the prosperity of the coal trade just now, I take it.

87137. And the short week?—They have reduced their time a little because of the high rate of wages.

87138. Now as to these shifts of yours; do you mean to say you work three shifts of eight hours just now?—Yes.

87139. Continuous?—Yes, in the mills.

87140. No man works two shifts?—No.

87141. Is there no time for a meal in the course of a shift?—There are four men to each mill, and during certain parts of the process one falls out, he is not required, then another falls out, and during that falling out each one has a chance to take his meal. Meal times.

87142. What would be the advantage of the six hours shift?—Because we should get one-third more out of the mills, we say. Advantage of shorter hours.

87143. By reason of the shorter hours?—We say they would do as much work in six hours, as they do now in eight, and we should only have the same capital employed to do that.

87144. Your machinery is working all the time in any case?—It is dragging along in the one case, whereas it would be working in the other.

87145. You work night and day?—Yes, night and day. Night and day shifts.

87146. And you find the night work quite profitable?—We could not possibly do otherwise on account of the contraction and expansion of the rollers, we are bound to work continuously from Monday morning till Saturday afternoon.

87147. You stop on Saturday?—Yes.

87148. (*Chairman.*) The rollers expand and contract if the machine is stopped?—If they stop work the contraction is great, and when they start again, if the expansion is very great it may break the rollers; that is why we prefer the six hours to the eight hours. We have the eight hours now, and they have time to sit down occasionally, and then there takes place the contraction.

87149. But the contraction takes place once a week, anyhow?—When they start on Monday morning the first shift turns out about one half of what they do for the rest of the week; they have to work up gradually.

87150. What is the chemical effect of the expansion and contraction, does it deteriorate the life of the rolls?—I do not know what the chemical effect would be, but the rolls break like carrots; if they expand too quickly, after they have been allowed to cool they go right in the centre. They are about 20 inches in diameter, and go like a piece of glass if they are driven too much after they have contracted.

87151. (*Professor Smart.*) When you worked twelve hours was there any overtime rate at all?—I think the tonnage rate was less than that now.

87152. You did not pay for ten hours for example, and give two hours at time and a quarter?—No, there is no overtime at all where we have piecework. No overtime.

87153. (*Chairman.*) Supposing the men had agreed to your suggestion to work four shifts, and supposing your trade was to contract, you would have to diminish the number of men, would you not?—We should not reduce the number of men, we should keep the same number of men, but they would not work so fully; we should share the work.

87154. Do you think it was before their mind in disliking the four shifts that they might be left stranded there, if they came and settled?—No, I do not think so.

87155. I suppose your works are so situated that you do not build cottages for your workmen; they come from the town?—I have no cottages of my own.

87156. You do not think that had anything to do with their refusing?—No.

Mr. GEORGE EDWARD ABBOTT, called; and Examined.

87157. (Chairman.) You have been good enough to prepare a Statement which we will take as your Evidence-in-chief if you will kindly hand it in?—Very well. (*The Witness handed in the following Statement.*)

9. In consequence of these changes no new factories or workmen's houses are needed, and this shows itself in the slackness of the building trade.

Mr. George Edward Abbott.

2 Dec. 1907.

The Effects of Unemployment.

10. It is scarcely likely except in a period of special activity, that the bulk of the men over forty will find regular employment in the factories again, and they tend to deteriorate and to swell the ranks of casual labour.

11. It is stated that there are many more cases of joint occupation of houses than formerly.

Remedies for the Unemployment and the Result of the Unemployed Workmen Act.

12. In so far as there is a surplus of labour for our main industry here, it is important to render it as fluid as possible by obtaining accurate information as to the conditions at other centres of the trade, and enabling workers to migrate.

13. Such work as has been found under the Distress Committee, mainly pick and shovel work, is quite unsuitable for this class of labour, and probably leads to a loss of technical skill.

14. Then too the fact of not being able to enforce the ordinary conditions as to dismissal and insisting upon a full day's work, leads to "slacking" and to deterioration of character.

15. As a Labour Bureau and an Emigration Agency the Act should be useful, but it can I think scarcely be doubted that it tends to destroy independence and self-reliance and teaches men to rely more and more even in seasonal trades and short periods of distress, upon State aid and State work.

16. It can scarcely be questioned that yearly recurring relief funds and gifts such as the £900 before mentioned, although conceived in the kindest spirit do no real good, and fail to touch the real question at issue. This is evidenced by the fact that many men have found no other employment except under the guardians (outdoor stone yard) or under the Distress Committee, and that the same names appear on each occasion when relief funds or relief works are started.

17. The Act being regarded as a permanent institution for the provision of work or relief creates hopes which it seems to have small chance of fulfilling.

18. The Local Government Board recently voted a sum of £1,000 to the Distress Committee (out of the £200,000) to assist in a scheme for a new bathing place—undertaken by the Corporation at a cost of about £3,000.

Poor Law.

19. The feature which at once strikes attention is the heavy expenditure upon out-relief. All the evidences point to the fact that it grows by what it feeds on—that it on out-relief tends to keep down the wage rate and to manufacture paupers in rapidly increasing numbers. The figures for the past three years are appended:—

	Outdoor	Indoor
1904	£16,750	£4,621
1905	21,654	5,399
1906	22,497	5,915

20. The guardians kept open continuously a stone yard from May, 1904 to June, 1906. (The amount spent under this head was in 1905, £2,646. 1906, £3,244.) These totals are included in above figures.

21. The printed statement of account, issued by the Board for 1906, is enclosed. It gives the names of the present guardians and I have added the occupations. There is a strong Socialist element on the board which advocates generous out-relief.

22. The total number relieved in 1906 was a weekly average of 2,887 (indoor, 486; outdoor, 2,401). It is easy to see what an important bearing these numbers might have if the regulations as to disfranchisement were relaxed.

Charities.

23. The most popular of the local charities is the Northampton Hospital. Admission is by a system of governors' letter. It is beginning to be realised that these do not always fall to the right kind of recipients—that in

1. I am the Treasurer of the Borough Committee of the Unemployed Workmen Act and a member of the General Purposes Sub-Committee under it. I have also been associated with the various relief measures adopted in the town for some years past. I am also Treasurer and Honorary Secretary of the Local Charity Organisation Society.

Extent of Unemployment.

2. With the approach of winter it has, for several years past been the custom to start a Mayor's fund or a relief fund, and to solicit voluntary contributions. The corporation have also started relief works, and the committee administering the fund has been charged with the duty of recommending men for this work. Thus, in the winter of 1904-5 (*i.e.*, before the Unemployed Act came into force), a sum of £457 was spent on grocery tickets, boots for children, etc., and the corporation, during the same period, paid away £1,520 for wages on relief works.

3. In the following winter the then Mayor distributed £900, employing the agency of the Salvation Army, and giving it in sums of £100 a week; the Corporation Relief Works resulted in an expenditure of £2,080. During this same winter the guardians expended over £2,000 in their outdoor labour yard.

4. The number of applicants for relief was:—
1904-5 - - - - - 745
Registered by Distress Committee November 15th, 1905, to January 31st, 1906 - 670
October 1st, 1906, to January 31st - 627

5. An analysis of 1,137 applications gives the following results as to occupations and ages:—

Skilled—		
Boot Trade	- - - - -	652
Builders, Painters, etc.	- - - - -	61
Miscellaneous	- - - - -	106
		819
Unskilled—		
Labourers	- - - - -	252
" (Builders')	- - - - -	26
" (Curriers')	- - - - -	16
Miscellaneous	- - - - -	24
		318
Ages—		
Under 20	- - - - -	9
20 to 40	- - - - -	499
40 " 50	- - - - -	336
50 " 60	- - - - -	216
Over 60	- - - - -	77
		1,137

These details may be verified at the office of the Distress Committee.

6. It has been the custom to close the various relief funds by the end of March, when the staple trade is usually active and employment at its best.

The Causes of Unemployment.

7. During the past few years the staple trade has been going through a period of change. Numerous firms, not being able to adapt themselves to the altered conditions or to take advantage of the latest improvements in machinery, have gone out of business, by failure or otherwise. Labour-saving machinery has been introduced to a large extent, and although, probably, the town's output was never so large, yet this is accomplished with considerably less hands.

8. The action of the trades union in insisting upon the minimum wage seems also, in some instances, to lead to unemployment, manufacturers being compelled to employ only the most efficient labour if the maximum wage is demanded.

- Mr. George Edward Abbott.*
2 Dec. 1907.
- Charity Organisation Society.
- Distress due to changes in industry.
- Depression in building trade.
- Machinery.
- Chronic unemployment.
- Ages of unemployed.
- Casual workers.
- Effect of Workmen's Compensation Act.
- Boot trade seasonal.
- many cases there could and should be some payment made and that, as the Chairman recently stated at a meeting, harm can be done in the same way by indiscriminate medical relief as by indiscriminate out-relief.
24. So far as the Poor Law officials are concerned there is always a readiness to assist in any way they can the efforts of the Charity Organisation Society.
25. I am of opinion that much might be done to limit the expenditure on out-relief and while I should hesitate to say that, in the special circumstances affecting the boot trade at present, voluntary effort could cover all the ground, yet if such work under public bodies as could well stand over till the winter season were so reserved, not much more would be needed, nor would that probably be needed continuously to any large extent.
87158. (*Chairman.*) The distress with which you have had to deal was largely, if not mainly, due to changes in the boot trade?—That is so.
87159. Have you any other large industry in Northampton but the boot trade?—No, it is mainly the boot and shoe trade.
87160. There is no hosiery trade?—None.
87161. Has the building trade been depressed in Northampton?—Very much.
87162. I suppose you have got over the worst of this change in machinery for the time being in Northampton, because the new factories are in full swing, are they not?—Yes, it is gradually righting itself.
87163. I suppose that the result will be that those who work under the new system of things, though they will be less in number, will work under more favourable conditions than they did before?—Yes, I think so.
87164. So that it is a temporary difficulty you have to deal with, or is there always a certain amount of chronic unemployment?—There has always been a certain amount of chronic unemployment, a not inconsiderable amount.
87165. When you took the names of those who came for assistance, did you make any note about the ages; were they mostly young people?—We took the ages of all, and the greater numbers were between twenty and forty.
87166. Five hundred out of the 1,100 were under forty?—Yes.
87167. That is to say in the prime of life?—That is so.
87168. What is your impression; should you say the great majority of them were persons who were generally what one might called under-employed except in the boot trade; that was exceptional, but taking the rest should say you the majority of those who came to you were persons who relied on casual labour and as a rule were not fully occupied?—Yes.
87169. Your opinion is that the men over forty who are now out of employment will find it very difficult to get employment?—The skilled workers in the boot trade I think will find it very difficult.
87170. It is the general impression that the Workmen's Compensation Act has rather contracted the age at which a man can get a livelihood?—Yes, I think it has. My opinion is, that that Act and the insistence by the trade unions upon the minimum wage, have told against the elder men getting into work again.
87171. The joint occupation of houses I suppose would indicate poverty?—Yes.
87272. That means they are packed up closer?—That is so.
87173. Is the house accommodation in Northampton fairly adequate?—Fairly adequate and satisfactory.
87174. There has been a large addition recently to the working men's accommodation in Northampton, has there not?—Not recently; the housing of the people as a whole is good.
87175. There are no seasonal trades in Northampton, are there?—The boot trade is to an extent seasonal, that is to say it is most active in the spring months of the year.
87476. When we come to your suggested remedies, you are doubtful whether these yearly recurring gifts and relief funds do any real good?—What we find is this, that the same names tend to recur, showing, as many of us of application think, that the men lose their initiative and rely upon the funds as an annual thing.
87177. They seem to think rather that it is one of the resources upon which they can fall back?—That is so.
87178. With regard to labour bureaux or employment exchanges, was your bureau effective at all?—Only recently, and then we think it was in one respect quite successful. One or two of us heard of a demand for labour in Durham, and we moved some families to Durham through the distress fund with great success. They have paid back nearly half the amount we advanced, and they are now in a position of comparative comfort.
87179. What class of work did they undertake?—They were shoe hands, men with families, wretchedly poor.
87180. What did you think they would be able to do?—We were promised work for them before we sent them.
87181. What sort of work?—Work in the coal mines; some surface work and some underground work.
87182. As far as you know they have adapted themselves to that?—Excellent. We have reports from the colliery manager stating that he is entirely satisfied.
87183. They were picked men, I suppose?—No, indeed they were not; they were men of fairly satisfactory character, but not first rate.
87184. And their physique?—Was not robust.
87185. Rather below normal should you say?—Yes, I should say rather below normal.
87186. And the experiment has answered?—Excellent, we think.
87187. How many did you send?—We have sent eight families altogether, consisting of seventy-three persons.
87188. And they are all doing well?—The request was that we would send only those who had growing boys and they have done quite satisfactorily.
87189. Did you give them an outfit or anything of that sort?—The total cost to the distress committee has been only £62, and they have paid back £26 of it up to this moment.
87190. It was only a loan?—Only a loan, and they are keeping their engagement faithfully.
87191. Do you think that this employment exchange is capable of great development if it becomes universal?—Yes, I think it is capable of great expansion and improvement.
87192. Was there any difficulty from the trade unions as to using the labour bureau?—We have some Socialist members on our distress committee, and they were careful to make inquiries that there was no strike going on in the district before we transplanted our men.
87193. Do you think you could work a labour exchange or bureau so as to make it really rather a centre in the borough for obtaining employment?—That is my hope, so that we could obtain information as to where work is to be obtained, and then transplant our labour.
87194. It has been suggested that the governing body might be composed partially of employers and partially of employees?—Yes.
87195. Is that a suggestion that meets with favour in your mind. Do you think it would get over the sort of difficulty that exists?—I should think that would be good.
87196. Are the relations which exist between masters and men good in Northampton?—Yes, I think there is no soreness at the present time.
87197. There has been no recent strike?—No. We have had a certain amount of emigration work on the distress committee.
87198. You are not a Poor Law guardian, are you?—No.
87199. You think that the administration of the Poor Law in Northampton rather tends to keep people there, and to manufacture paupers?—To keep a certain amount of chronic unemployment.

87200. You think they would go otherwise?—I think they would either go or find some employment.

87201. Was there a recent Poor Law election in Northampton?—Yes.

87202. What was the result; did the more moderate people gain or did they lose?—I have a list showing the constitution of the board here, and I do not think there was any increase in the Socialist vote.

87203. Coming to charities, the Northampton hospital is very well supported, I understand?—It is.

87204. There is a system of medical provident relief in Northampton, which I understand, works very satisfactorily?—That is so.

87205. Do the charities co-operate with the Poor Law?—Not adequately.

87206. Are there many endowed charities?—There is a good deal of charity in the district.

87207. What is your opinion about the renewal of the Unemployed Workmen Act?—On its present lines I should hope it would not be renewed.

87208. If it were renewed, what would you suggest? Would you have two authorities, or only one authority to deal with distress?—I should hardly like to see the whole work made over to the boards of guardians as now constituted.

87209. It has been suggested to us sometimes that the Poor Law might be handed over to the town council; assuming there was one authority to deal with all local matters, that authority ought to be able to deal with this question of distress?—I think so.

87210. What do you think will happen to those people who have been displaced by machinery; are there still many in the town who are unemployed?—We have recently—that is, within the last week—issued an advertisement to those who are out of employment to re-register themselves and 202 persons did so register.

87211. Did the people who came to you comprise the bulk of those who had lost their employment in the boot trade, or did the more respectable or better class workers decline to come?—I think many of the better class workmen did not come, that is to say they had some reserves of their own, and their friends helped them.

87212. Should you say in the course of the next three or four years, if trade becomes normal, Northampton will absorb these people who were turned out who are unable to get a livelihood in the boot trade?—I think so.

87213. You want no special measures?—Except so far as there is a certain amount of casual unemployed labour always there.

87214. I may assume, I suppose, that the success of migration so far as you have gone would encourage your committee to go further?—Yes, I think it would.

87215. I suppose it was a surprise to you, was it not, that it was so successful?—Yes, I think it was rather a surprise that the men turned out so satisfactory as they did and adapted themselves so readily.

87216. Why did you select the coal trade; because there was a special demand?—Because I personally heard there was a scarcity of men in this particular place; then we communicated with the colliery manager and he said, certainly he could do with men.

87217. That is only an illustration of what an effective system of labour exchanges might effect in many instances?—That is quite my hope.

87218. (*Mr. Lansbury.*) How many men did you send to the collieries?—We sent eight families, comprising seventy-three persons.

87219. And your total register for the unemployed was 1,137, was it; that would be individual men?—Yes, that would be so. I forget over what period that is.

87220. I have taken it from Paragraph 4 of your Statement as 1904-5?—That is registered from November, 1905, to January, 1907.

87221. That is the two periods?—Yes, practically two winters.

87222. I notice you registered 652 skilled workers in the boot trade in that period?—Yes.

87223. They would be skilled workmen, I suppose?—Yes, for the most part. *Mr. George Edward Abbott.*

87224. Therefore those 652 were higher grade labourers than the ordinary unskilled labourer or casual labourer?—Yes. *Dec. 1907.*

87225. So you did get a number of men who belonged to the better class trades who did apply?—Yes; that is to say, they were members of the boot trade. *Occupations.*

87226. The stress must have been rather acute to compel them to apply?—Certainly.

87227. Do you know if those men belonged to their union?—I should think most of them would.

87228. Is Northampton a strong trade union town in the boot trade?—Yes, it is well organised.

87229. And the chances are that they did belong?—Yes.

87230. I notice in Paragraph 10 you say: "It is scarcely likely, except in a period of special activity, that the bulk of the men over forty will find regular employment in the factories again, and they tend to deteriorate and to swell the ranks of casual labour." Do I understand you think that any large proportion of these could emigrate or migrate? For instance, 336 between forty and fifty registered, and between fifty and sixty, 216; so you had a considerable number of men over forty?—Yes, but as the Return covers two seasons, some may appear twice. *Ages.*

87231. I should like to know where you think they will be absorbed during the next year or two?—I think they are being partially employed in the boot trade now in seasons of activity, but they do not get regular employment. *Casual work.*

87232. They are casually employed?—Yes.

87233. How do they live the other part of their time?—Very often they have recourse to the Poor Law, and get out-relief.

87234. Would you prefer to provide them with work instead of out-relief?—Perhaps you would explain what you mean by "providing work." Do you mean work at the expense of the municipality? *Relief work.*

87235. Either the municipality or the nation?—It comes to pretty much the same thing, I should think.

87236. I expect it does in the end. What I am really trying to get at is what you propose to do with them other than by out-relief, or being assisted in some sort of way. You say that practically they cannot get back into the factories regularly, they can only get casual employment, and I suggest to you that the ages from fifty to sixty, at least, are not the kind of ages to migrate to colliery work, and heavy work of that kind. I am asking you for a suggestion of what to do; what is your alternative?—We have had no age limit fixed on these colliery removals; that is only one instance, I hope, of what might be done.

87237. That is what you are pinning your faith to for absorbing these men?—Yes.

87238. (*Mr. Phelps.*) Do you find that from Northampton the boot trade is tending to go to the country districts?—No, to a very small extent; the Army trade is done in the villages to a great extent. *Migration of trade to country districts.*

87239. Do you think it would be an advantage if there was a movement in that way from the towns to the villages?—No, I do not know that I see any advantage in that so far as the people are concerned.

87240. You do not think the conditions are improved?—No, I think not; possibly the factory accommodation is better in the town.

87241. Do you find in Northampton the year is divided into a busy time and a slack time?—The busiest time is in the spring of the year in the boot trade. *Seasonality of boot trade.*

87242. Why is that?—I think it is because factors and retailers place most of their orders after the turn of the year.

87243. That must be determined by the needs of their customers, I suppose?—Yes.

87244. Why is the year so divided, do you think?—I do not know why it is except long custom.

87245. Have you a co-operative boot factory in Northampton?—Not in Northampton.

87246. They do not make their own boots there?—No; they have a co-operative factory in Leicester.

- Mr. George Edward Abbott.*
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- Season of least employment. 87247. Taking the division of the busy time and the slack time, I suppose there is less employment in the summer than in the winter?—Yes.
87248. Do you find the Charity Organisation Society is more busy at that time than it is in the winter?—No, I think not.
87249. You do not find that the variations in employment make much difference to you?—No, we do not.
87250. Why is that, do you think?—I suppose that the demands of the household are somewhat less in the summer time—less for firing and light.
87251. Do you think in Northampton the unemployment is regular enough to admit of being insured against?—Do you mean insured against individually?
87252. Yes?—I do not think I can express an opinion.
- Effect of machinery. 87353. Do you find the amount of labour has been diminished much by labour saving machinery?—Yes, the amount of employment has been diminished.
87254. We had it in evidence from another witness that the increase in the demand for the product almost always absorbed that labour?—Yes.
87255. Should you say that was the case with boots and shoes?—I should say that our output was greater than it was, but I think there are fewer hands employed.
87256. In proportion to the output or absolutely?—Absolutely.
87257. You do not think the increased demand absorbs the people?—No, I do not think that.
87258. When a man is thrown out in that way, what resource is there open to him?—Only to get into some other industry if possible, I think.
87259. Do you see your way to facilitating that sort of movement?—You mean the transfer?
87260. Yes?—No, I do not think I do.
- Labour colonies. 87261. Do you think the ordinary type of labour colonies would help one much in those cases?—I am inclined to think not.
87262. You do not advise them?—I mean the men in the boot trade are not of a suitable physique for a labour colony.
87263. They are not qualified for agricultural work?—They are not.
87264. Are their tastes in that direction at all, do you think?—I think not.
- Preference for town life. 87265. They would prefer town life if they could keep it?—Yes.
87266. You think there is not much apprenticeship in Northampton at the present time?—There is not.
- Apprenticeship. 87267. Have you any endowed charities to encourage apprenticeship?—To a limited extent.
87268. Do you know how they are applied now?—They are applied to making payments to masters to take boys in to a certain extent.
- Charities. 87269. I do not know what position your charities are in in Northampton; are they under a body of municipal trustees?—There are some under municipal trustees, but very often they are under private control and private trustees.
87270. Are they administered under a scheme of the Charity Commissioners?—In some cases, not all.
87271. Do you find in some cases the endowment for apprenticeship is useful?—I think it is.
87272. The Charity Organisation Society frequently recommend people for apprenticeship fees?—Yes, if opportunity offers.
87273. Can you give me any idea what sum is paid in apprenticeship fees?—I do not think I could.
- Technical training. 87274. In the absence of apprenticeship, do you see your way to making similar provisions for young people when they start in life, and equipping them better for the battle of life?—Except in the matter of technical training.
87275. What is Northampton doing in that way?—We have technical classes established in connection with the local Grammar School.
87276. When you say technical classes, what kind of technical education do they give?—They give technical instruction in what they call the clicking department of the boot trade, that is the cutting out of the leather to the shape of the boot.
- Technical training. 87277. In the schools they would give what you might call general technical education, would they not?—I do not know that that is done in the schools, except in the technical schools.
87278. In the technical schools are the classes as a rule at night or in the day?—At night.
87279. Do you think it would be a good thing if attendance at those schools was made compulsory?—Yes, I think it would.
- Compulsory attendance. 87280. Do you think it would be possible to carry that at Northampton, if put to local veto?—If you were to take the boys and lads who were employed all the day, I think there might be resistance to it to an extent.
87281. But suppose, for instance, it was from fourteen to sixteen?—I think it would be an excellent thing, and possible.
87282. You think it would be popular?—I think it would be quite feasible, and possibly popular.
87283. Do you think it would be possible to raise the age at which children leave school by a year?—I think that would be far less popular.
- Extension of school age. 87284. It would be difficult to carry it at Northampton?—Yes.
87285. Should you agree with other witnesses in saying that is the most critical time in life now?—Yes, I think I should.
87286. I suppose in Northampton there is a large Boy labour number of occupations boys take to?—Yes, the parents look very often to the wages of the children to assist to maintain them.
87287. Has your Charity Organisation Society given much attention to the educational side of the problem?—No, it has not.
87288. (*Mr. Gardiner.*) Have you had anything to do with the work of education in your town?—No.
87289. You were not on the School Board?—No. I am an ordinary school manager of one of the elementary schools.
87290. (*Mrs. Bosanquet.*) Do you know at all where the children go when they leave the elementary schools? Is there any record kept? Would they go to skilled trades or casual?—I think they find their way into the occupation of their fathers very often, in the factories.
87291. There is no advisory committee to advise them?—No, there is not.
87292. Have you a high standard of inquiry in connection with the distress committee?—Yes, I think we have always had a home visit made; we have always had references from the last employer, and upon that we have acted.
- Inquiries by distress committee. 87293. Are those references taken up personally or written to?—We get a written statement from the employer.
87294. Is the inquiry of the same nature as the Charity Organisation Society's inquiry?—It is not quite so careful.
87295. Do you find it is resented by the applicants?—In very few cases.
87296. Do you keep any record of what becomes of the people who have been dealt with by the distress committee?—I am afraid we do not, very little.
87297. You know, I suppose, when the same cases come back to you?—Yes, our records show that.
87298. Do they come back to any large extent?—Yes, the same names recur to a large extent, not only the names which have come before the distress committees, but those which have come before the old borough relief fund committee.
87299. So you have a certain population which comes every winter?—Yes, which relies on it.
87300. Can you tell me how large that population is?—I cannot say that.
87301. I think you say you have done some emigration?—Yes, a little emigration to Canada.
- Emigration. Recurrent cases registered with distress committees.

87302. Do you think that could be pushed much further in Northampton?—Yes, it could. We have hesitated on account of the cost.

87303. If you had funds do you think you could get rid of the bulk of the unemployed residuum?—Some of it is not very eligible residuum.

87304. But a considerable amount you could deal with?—Yes.

87305. Turning to the section of your paper which deals with the Poor Law, is the publican interest strong amongst the guardians?—Yes, very. There are seven of the guardians who are connected with the licensed trade—publicans.

87306-8. Would you be in favour of making publicans not eligible for boards of guardians?—Yes.

87309. Can you suggest any way of getting a better set of people to serve upon distress committees, I mean more suitable, not in any other sense—more skilled people?—I cannot suggest any method; it is a constant difficulty, but I do not know how to cure it.

87310. Are the officials, enquiry agents that you employ, trained to the work at all?—Only as we have trained them ourselves.

87311. (*Miss Hill.*) Are those eight families the only people you have migrated?—No, there are others. We have migrated fifteen families to other areas, consisting of fifty-two persons. I was only speaking of the Durham experiment. Altogether we have migrated fifteen families to other areas than Durham.

87312. Did you say that you had made the grants to those people loans?—In each case.

87313. Has any of it been repaid?—They are paying quite regularly; the Durham ones, not the others. The others are quite small in amount.

87314. And they feel they have been transported into more satisfactory conditions altogether?—Quite. They write most cheerfully.

87315. Shall you be able to continue that work, do you think? Do you see openings in other directions?—What we are doing is this: As often as a house is vacant, the colliery manager writes and says he can do with another family, and then we find another family to be sent up.

87316. Then what is limiting it is the house accommodation in the neighbourhood to which they are going?—That is all.

87317. You have carried on that at a less cost than emigration?—Yes, because it costs less and we have no funds for the other.

87318. (*Sir Samuel Provis.*) You say that you think the same people are apt to recur in their applications to the distress committee?—Yes.

87319. That has stopped now, has it not, because they cannot apply if they received assistance from the distress committee at any time during the past two years?—Yes.

87320. Has that had any effect in Northampton at the present time?—We only received the applications last week, so we have not had time to classify them. I have no doubt some cases applied though they are not eligible.

87321. That will be ascertained when they are dissected?—Yes.

Mr. George Edward Abbott.

Dec. 1907.

Mr. JOHN KENTISH WRIGHT, called; and Examined.

87322. (*Chairman.*) You were chairman of the Nottingham distress committee in the winter of 1906-7?—Yes.

87323. You have prepared a Statement which, if you will kindly hand it in, we will treat as your Evidence-in-chief?—Certainly. (*The Witness handed in the following Statement.*)

1. My opinions are founded upon my knowledge of the relief of the unemployed in the winter, 1904-5, by the Charity Organisation Society, of which I was chairman, and of the work during the winters 1905-6 and 1906-7, of the Statutory Distress Committee, of which I was a member, and of which during the last year I was chairman. I have been well acquainted with the conditions of the poor in Nottingham for upwards of thirty years.

Extent.

2. In December, 1904, there was a considerable amount of want of employment. This was greatly exaggerated by careless statements of emotional persons and of trade union officials, one of whom publicly stated that there were 3,000 men out of work. The corporation was able to allot a considerable sum to relieve the distress thus alleged, and the Charity Organisation Society was requested to undertake the administration and distribution of this fund, which they did. Every means was adopted to get the unemployed to apply, and every application was promptly, carefully and sympathetically dealt with. The total number of applications for the whole winter from November 29th, 1904, to March 15th, 1905, was 834, of whom 429 were helped from the fund, and 405 were refused. Of the cases refused, 126 were of bad character, 107 were not desitute (other members of the family being in work), fifty-three were referred to the guardians, and thirty-five were in receipt of outdoor relief. The amount expended in actual relief, apart from expenses of administration, was £1,072 9s. 7d. Attention is particularly drawn to the report of the distribution of this relief sent herewith.

3. In the following winter there did not appear to be the same want of employment, and it is doubtful whether it would have been considered necessary to do anything, if it had not been for the passing of the Unemployed Workmen Act, 1905. However, as that Act was passed, a committee was constituted under it, and a grant was obtained from the Queen's Fund, and applications were

invited by advertisement and poster. The applications from November 29th, 1905, to April 13th, 1906, were 741, of whom 377 were reported as suitable for work under the Act, and work was provided for 270. Grants amounting to £717 were obtained from the Queen's Fund, and local contributions produced £34 10s. 7d. No appeal was made for contributions to the public in Nottingham, as it was found not to be required. I send herewith report of the committee, submitted May, 1906.

4. In the winter 1906-7 trade in the town in all its branches was exceptionally good, and want of employment was very much less than in previous winters, and some doubt was felt as to whether it would be necessary to open the registry of the unemployed, but as all the machinery was there, it was decided to open the register to ascertain if the general impression, that there was no extensive want of employment was correct. The same methods of publicity and invitation were adopted as in the previous year, but the applications for the winter only numbered 236, of whom 129 were found to be persons suitable for employment in accordance with the Act. As the number was so small it was decided it was not desirable to organise relief works. I send report of the committee, submitted March 27th, 1907.

5. I consider that practically all the unemployed (other than those receiving out-of-work pay from their unions) were reached by the relief works of the last three winters, and the figures show that the number of men desiring work, and unable to obtain it, is apt to be greatly exaggerated, and that it is very unwise to accept the loose and interested statements without careful inquiry. (*See pp. 5, 6, 8, 9 of the report of 1904-5 herewith.**) It also shows, however, that there is a very considerable number of men able and anxious to work who cannot find employment. This number, of course, is larger in times of bad trade, but even in the very best years, as in last winter, there is always a body of labourers out of work. Last winter it was 129 out of a population of 250,000, or about .05 per cent., but this is an exceptionally small proportion.

6. As to the classes of persons affected, it is remarkable how very few of the applicants are workers at the staple trades of the city—lace and hosiery. In the winter 1904-5

* For Report of Administration of the City of Nottingham Relief Fund by the Charity Organisation Society, see Paper handed in by Mr. Herbert, No. XVII. (B) of Appendix to Vol. I. of Minutes of Evidence, p. 428.

Mr. John Kentish Wright.

2 Dec. 1907

Extent of unemployment.

Occupations.

Mr. John
Kentish
Wright.

2 Dec. 1907.

both lace and hosiery trades were very depressed, but there were only forty-eight lace hands and thirty-two hosiery hands applying. In the next winter both lace and hosiery were considerably brisker, and the last winter has been one of great prosperity in the lace trade, and of good brisk work in the hosiery. I am unable to give the exact number of applicants from these trades, but I believe it was extremely small.

Home work.

7. One peculiarity of Nottingham work is the very large employment given in the lace trade to women working at home "clipping and scolloping," i.e., finishing the lace after it has come from the machine. In good times, like last winter, a woman can easily earn 5s. or 6s. a week in the spare time from her domestic work, and in very many cases this supplements the work of the man so as to prevent destitution. It often happens that if a man is out of work, or doing short time, he sets to with scissors and thread and assists the wife at her home work.

Large proportion of applicants unskilled.

8. A large proportion of the applicants are unskilled labourers, very many being bricklayers' labourers, others being outdoor labourers or navvies. In 1904-5, out of 834 applications, 380, or nearly half, were labourers, and several others would be classified as unskilled workmen. In the next winter, out of 741 applications, 334 were skilled and 407 unskilled, and in the last winter, out of 245 applications, 109 were skilled and 136 unskilled.

Large proportion of applicants in building trade.

9. It is to be noted that a very large proportion of the applicants, both skilled and unskilled, are connected with the building trade. In a city like Nottingham, when large building operations are in process, workmen are attracted to the city and settle here, and when after three or four years the operations cease (and whether they are public buildings or speculative cottage buildings they are apt to cease suddenly) these men are to a large extent thrown out of work. In time they float away to other localities where there happens to be a brisk building trade, but it is always some time before the balance adjusts itself. The labour supply is of imperfect fluidity, and the less energetic and the less vigorous are left stranded for a time. This was, to some extent, the case in Nottingham in 1905-6, and had righted itself by last winter.

No 'out-of-work' pay in unskilled trades' unions.

10. It must not be overlooked that the trade unions of most, if not all, skilled trades give "out-of-work" pay, but the Bricklayers' Labourers' Union and, I believe, all unskilled unions do not. Consequently, many of the unemployed in skilled trades would not apply to the relief works, and this causes the apparent proportion of unskilled unemployed to be greater than it really is.

Recurrent applications.

11. Out of the total of 245 applicants last winter, no less than 102 had made applications in the previous year. This is a very large proportion, and indicates that though anxious to work they were for some cause or other, either mental or physical, somewhat under the average capability and were therefore the most likely to be out of work. Through the summer they had, generally speaking, been in more or less regular work and had got along without charitable or Poor Law relief, but with the return of winter they were again out of work.

12. All three winters referred to were mild, and there was no cessation of work on account of frost for more than a few days at a time. If there had been any prolonged frost the want of employment would have been very greatly increased.

Causes.

13. I am unable to trace in this city any causes for the want of employment beyond the ordinary fluctuations of trade.

Unemployment due to ordinary fluctuations of trade.

14. In the winter 1904-5 the staple trades and the building trades were all depressed. The applications were 834. The next year the trades were somewhat better, and the applications 741, and last year, when the staple trades were unusually prosperous, the applications were only 245. It is, however, to be noted that the effect of the state of the staple trades in the number of applications is rather indirect than direct. The applications from those engaged in the staple trades are comparatively very few, but the prosperity of the staple trades conduces to the general prosperity of the town, and increases the demand for houses, which gives employment to the class from whom our applicants chiefly come.

Remedies.

15. I do not believe in any large or heroic remedies for this state of things. It appears to me to be an inevitable adjunct of our complex civilisation, and though it may be

modified and reduced by wise measures, I do not think it can ever be entirely ended. The suggestion that the State or the municipality should undertake drainage or reclamation works on a large scale for the purpose of providing employment appears to me to be futile and useless. If these works can be performed profitably, i.e., if the result is commensurate with the outlay, the State or the municipality may well undertake works which private enterprise could not cope with, and this would be to the advantage of all. But the universal experience has shown that if the works are not profitable, if they are only undertaken to provide work, then, whether full wages are paid or only a reduced rate, such works are, except as an emergency, prejudicial to the recipient and wasteful to the community.

Advantages and disadvantages of National Works.

16. Of course, anything which improves the general state of trade and the prosperity of the country reduces the number of the unemployed, but it is outside the scope of these remarks to discuss such wide questions as would be introduced.

17. I am, however, of opinion that much can be done in a reasonable and legitimate way by the extension of the work of labour bureaux. The portion of the work of this distress committee which I consider most satisfactory and free from any drawbacks was the work of the labour bureau, which was carried on during the period when no relief works were in operation, i.e., from April, 1906, to April, 1907. The records of this show that during that period there were 588 applications, and that 113 were found work believed to be permanent, and 171 were found temporary employment. The numbers are not very large, but it must be noticed that this was practically an entirely new scheme, and that a system of this description is always a long time before it is generally accepted by the employers, and there is every reason to believe that, if it had not been stopped by the unfortunate action of the city council, its usefulness would have very largely increased.

Labour exchanges.

18. The first function of the labour bureau is, of course, to act as a registry office, to introduce the employer and the employee, to keep a list of likely men in want of work with notes of their individual capacities and requirements, so that the demands of an employer may be promptly supplied. But the superintendent of the labour bureau must do far more than this. He must go about among the masters, make himself familiar with their wants and ingratiate himself with them, so that they may have recourse to him without hesitation on every occasion. He must be thoroughly conversant with the ebb and flow of the labour market, so as to be in a position to increase the fluidity of the labour supply and to assist its current to those places where it is needed. He must be able to advise, exhort, and encourage those out of work to keep up their determination to find work and to prevent their sinking into the apathetic torpor which too often comes from a period of unemployment.

Functions of labour bureaux.

19. The success of a labour bureau mainly depends on the character and ability of the superintendent. If he does the work above mentioned, not in a perfunctory or official manner, but with real interest in the work and sympathy with the workmen, the amount of good which is effected by the labour bureau is not to be measured by the number of men for whom he has found employment, and, indeed, is essentially incapable of being reduced to figures and statistics.

Success of labour bureau dependent on ability of superintendent.

20. But in a labour bureau the best qualified manager has many difficulties to contend with, the chief of which is to obtain the co-operation of the employers. I have found this difficulty insuperable in the Charity Organisation Society, which has for many years attempted to act as a labour bureau with very small success. Almost invariably the employers consider that a workman or workwoman who has been obliged to have recourse to the Charity Organisation Society is not a capable or desirable employee, and I must admit there is some justification for this belief.

Employers and labour bureaux.

21. I do not, however, perceive that the same applies to the labour bureau worked in connection with the distress committee. The number of applications made by employers for workmen was 104, which is fairly satisfactory, and I believe that this was increasing and would have continued to increase.

22. The second difficulty the labour bureau has to contend with is the danger of artificially interfering with the natural supply and demand, and thereby aggravating the evil it is attempting to cure. Especially, of course, must the labour bureau avoid interfering in any labour disputes or supplying men to take the place of those who are out on strike, or of enabling masters to obtain workers at less than the recognised rate of wages. This is an ever constant danger and it is only by the greatest care and tact that the bureau can avoid assisting the employers in a dispute with the men, and thereby giving rise to justifiable hostility and opposition by the trade unions. In Nottingham we have succeeded in avoiding this and the trade unions have strongly supported the labour bureau. The associated trade unions have recently passed a resolution urging the city council to continue the labour bureau even although the distress committee is abolished. (See newspaper report annexed.*)

23. It is very noticeable in how very many cases work has been found for a man with his former employer at the instance of the bureau. It would be thought that a man in want of work would naturally apply constantly to his former employer, but very often indeed this is not so. The first thing the superintendent does is to call upon all those who have previously employed the applicant, and in very many cases this proves successful.

24. *Methods of Dealing with the Unemployed.*—In the winter of 1904-5 the administration of the relief funds was entirely left in the hands of the Charity Organisation Society, and the principle they adopted was that in every case the strictest and most searching enquiry should be made before any relief was granted. Then each case was considered by a small committee and if suitable a weekly sum was voted, which was taken to the applicant's house by a volunteer visitor. No relief works were provided and no work of any kind was required from the applicants.

25. In the winter 1905-6 every effort was made to find work and the corporation was induced to place in the hands of the committee the levelling and laying out of a corporation playground and also a street, the agreement being that when the work was done the city architect should assess the value of the work (*i.e.*, what it would have cost under normal conditions of labour) and that this amount should be paid by the corporation to the distress committee, altogether irrespective of the amount which it may have cost to the distress committee. The amount paid in wages for this work was £657 6s. and the actual value of the work done was assessed at £420, rather less than two-thirds of the amount paid in wages. When this work was finished the corporation offered certain other work, *i.e.*, levelling the playground and the old race-course, but declined to pay anything at all for this, as it was alleged to be of no real advantage to the town. In order to keep within the Statute the committee accepted the work on these terms; the amount paid in wages for this work was £431 4s. 6d., for which no return was made or expected. All the above figures are for actual wages paid and are altogether independent of the administration expenses.

26. Throughout the winter 1905-6 the Charity Organisation Society principle was accepted and the strictest enquiry was made into every applicant's condition and history. Although I have previously been opposed to relief works I cannot resist the conclusion that the relief works of 1905-6 were of substantial advantage to many deserving men and were not followed by any evil consequences.

27. In the winter 1906-7 no relief works were started and no assistance given to the out-of-works. There was apparently no necessity for such assistance.

28. I am convinced that the most important part of the system is that there should be a thorough and searching enquiry into the character, circumstances, and past history of the applicants. This was the main characteristic of the distribution of the corporation funds by the Charity Organisation Society in 1904-5, and to this I consider is attributable the universally acknowledged success of that distribution. This, of course, entails much labour and considerable expenditure, and it is difficult to get the public to recognise the vital importance of this enquiry. Much ridicule and animadversion was directed

against this system (*e.g.* the annexed cutting from the *Daily Mail**), and it was a very common argument to compare the amount actually expended in relief with the cost of administration, but it must be always borne in mind that relief, badly administered, is not only absolutely wasted, but is actually a potent instrument for evil, and in the long run greatly aggravates the distress and suffering it was intended to cure.

29. Compared with the importance of careful enquiry and good administration I do not attach importance to the principle, which is strictly enforced in the statutory committee, that money should only be paid by way of wages, *i.e.*, for work actually done.

30. There are two advantages generally believed to attach to this condition:—(1) That it is a test to ascertain if a man is willing to work; and (2) it prevents the recipients acquiring habits of laziness and sloth.

31. I attach no importance to the first of these conditions. It very often happens that the men least deserving help will work vigorously for a few weeks, and although the men under the distress committee in 1905-6 are reported by the city architect to have worked well and steadily, yet it cannot be doubted that the amount of exertion put into relief work is far less than the men would exert and which, in fact, would be required from them if they were working at the ordinary wage and engaged in the ordinary way. The value of the work done to a large extent shows this. In the winter of 1905-6 we paid the men who were put to work 4½d. per hour (the ordinary rate in the district for unskilled labour being 5½d.) for a week of five days of eight hours each. The arrangement with the corporation as above mentioned was (as to a portion of the work) that the work when completed should be valued, and that the corporation should pay to the distress committee the valuation price of the work done. The actual amount paid in wages to the unemployed applicants for this work was £657 6s. in addition to and independent of all administration expenses, wages of officers and overlookers, hire and sharpening of tools, etc. The amount certified by the city architect as the actual value of the work done was £420, which sum was received from the corporation, leaving a balance of £237 6s. to be paid out of the voluntary contributions account. Even if we take into account that a considerable number of the applicants were unused to hard manual labour the great difference between the cost and the market value of the work done (the actual value being less than two-thirds of the wages paid) shows that the men had not worked so hard as they would under normal conditions. These, too, were the picked men about whom strict enquiry had been made. Previous experience of relief works where work was given to all comers without enquiry (as here in 1885) shows that the work was to a large extent a pretence and was carried on in a very haphazard and *dilatory* manner.

32. The second consideration, that it is much better both physically and morally for the men that they should be employed in active work rather than loaf about the streets, is more weighty, and undoubtedly is of considerable importance, but this also may be over-rated. The relief works can never be anything more than temporary and I do not think that a few weeks idleness is likely to cause a permanent deterioration of the character and *morale* of the men.

33. It is, in the majority of cases, extremely difficult and often impossible to find work for the applicants. Practically, corporation or other public bodies are the only employers that can be found, and they can only give work to a very limited extent without acting very unfairly to their constituents. Of course men could be put to absolutely useless and valueless labour, as was the case with part of our relief works of 1905-6, but I should not advocate this except as a very temporary expedient.

34. A strong objection to the provision of work is that it dislocates and disarranges the ordinary supply and demand of labour and that there is great danger of relief works supplanting the ordinary normal employment.

35. The conclusion, then, that I come to is, that if useful work can be provided it is preferable that the relief should only be given in the form of wages, even if the work is not

Mr. John
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Wright.

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Strict inquiry
more important
than labour
equivalent
for relief.

Value of
labour
equivalent.

Value of
work done.

Difficulty
of finding
work for
applicants.

Dislocation
of labour
market by
relief work.

* Handed in, but not printed.

* Handed in, but not printed.

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profitable, but has to be carried on at a loss, but that such work should not in any case be more than a help on an emergency, and that in case useful work cannot be found, this need not entirely prevent the relief or the unemployed, and, further, that in no case should any relief be given, either as wages in relief works or by weekly allowances by way of gift, without the strictest and most searching enquiry possible having first been made.

87324. (Chairman.) You have been acquainted with the conditions of Nottingham for upwards of thirty years?—Yes.

87325. You think there was a tendency rather to exaggerate the number of persons who were out of employment?—Yes, very decidedly.

87326. You have given a number of figures, which I think go to show a decrease in the number of applications the last few years?—Yes.

87327. You state in Paragraph 5 there is a considerable number of persons able and anxious to work, who can not find employment?—Yes.

87328. Have those been persons who have been at all displaced by machinery for manufacturing goods?—No, not at all; they are almost entirely or mainly unskilled labourers.

87329. Is there any boot industry at Nottingham?—No, we are lace and hosiery.

87330. So far as you have been able to gather there have been very few connected with those industries registered?—Very few.

87331. Is the prosperity in the lace trade exceptional just now?—Yes, for the last year it has been very exceptional. At the present time there is a certain slackness, and it is rather doubtful whether the end of the good time has come, or whether it is only a temporary slackness arising from the American crisis. The general impression seems to be that the good time will continue for some time longer.

87332. One of the peculiarities of the lace trade in Nottingham is that a good deal of work is done at home?—Yes, women's work.

87333. That is a low-paid class of labour I suppose?—It is very difficult to say, because the women do it in their odd time, and they can earn a considerable amount working in their odd times like that. There has been recently a considerable outcry against the rate, but I could not say whether for the work they do it is a low rate or not. They do not occupy as a rule the whole time with the lace work, or anything like the whole time.

87334. A very considerable proportion of applicants to the distress committee were connected with the building trade; has there been rather a slump in the building trade?—Yes, very decided, you may say two years ago.

87335. So far as I can make out that has not been confined to Nottingham. It seems to have affected a number of the Midland towns?—I could not say about the other towns at all.

87336. Have any numbers connected with the building trade in successive years been out of employment in Nottingham?—Yes, the winter before last, and last winter, a large number were.

87337. Is it rather the normal condition, taking your thirty years, that there should be a certain number in the building trade who lack employment in the winter?—There are always a certain number, of course fluctuating from time to time.

87438. You point out that these people, being mostly unskilled, if they do belong to unions, belong to unions which do not give unemployed pay?—Quite so, the Bricklayers' Labourers Union does not give any out-of-work pay. I do not know any unskilled union that gives out-of-work pay.

87339. So that really the class of people that most need out-of-work pay, either because their work is seasonal work, or because of the low class of trade, are the people who do not get it?—That is so.

87340. Of the applicants last winter, a very considerable proportion had made application the preceding winter?—Yes.

87341. Should you say the majority of the applicants Class of now were distinctly of a different class to those who applicants. come to the Poor Law or somewhat associated with it?—I should say they were distinctly a better class than those who come to the Poor Law, but not any very marked distinction. Of course, they graduate from one class to another, and it is difficult to draw the line exactly between them.

87342. The Act was passed rather to help those who were ordinarily in permanent employment and were temporarily out of employment?—Yes.

87343. Apparently there were not many of that class?—Yes; we considered that those we put on our works were of that class. We did not consider as eligible any of those who could not show that they had been in permanent employment.

87344. I have here a report as to the labour bureau Labour dated March 31st, 1907, and from it I gather the work bureau. of this labour bureau seems to have been satisfactory?—Yes, in a small way, very satisfactory.

87345. Taking this report the figures I think show that there were 440 males and twenty-one females applied, and out of those you got employment for 273 males and eleven females?—That is not all permanently employed. You will see that 109 males and four females were permanently employed, and 164 males and seven females temporarily, making a total of 273 males and eleven females.

87346. And 87 per cent. of those permanently employed, turned out well?—That is so.

87347. Were those employed in the neighbourhood?—Yes, almost entirely.

87348. Do you think this system of employment ex- Extension changes could be greatly developed?—Very much indeed. system of employment exchanges.

87349. You would make it I suppose general all over the country?—Certainly.

87350. And linked up?—Yes; I do not know that linking up is of so much importance as the efficient management of each particular labour bureau, in its own particular place. Linking up would be a very slight matter; it would be simply issuing a notice that employment was wanted in such and such a place, and that would go round the other bureaux, and then they would supply it.

87351. Surely if a labour bureau with a very small area could have an effect on unemployment, a number of employment bureaux linked up, would be very much more efficacious?—Decidedly. What I mean to say is that the linking up would be of a slight nature; that the one bureau would communicate with another, that they were in need of employment.

87352. Would you make it a municipal institution?—I think not. I am more doubtful about that, but if it could be worked under the distress committee, I should say that would be a better organisation than the municipality.

87353. If you associate it with distress, do you not deter the more respectable men coming to it?—I do not think so.

87354. Do you get down on the books of your labour bureau persons of good position who come to you?—Yes, men of good position out of employment temporarily.

87355. And the employers seem to have had recourse to you?—They did. Employers and labour bureau.

87356. Did you emigrate any?—We emigrated to Canada three families; we did not migrate any to other parts of the country, I believe. Emigration.

87357. You apparently were instrumental in getting Re-employ- people out of employment, employed with their old em- ment with ployers?—To a very great extent. former employers.

87358. Why did not the men apply themselves?—That is what I have been unable to find out; either from apathy or ignorance they did not make the application; it was a very curious fact.

87359. I suppose what it comes to is a great number of this class want someone to look after them?—They want a friend to advise them, and tell them where to go, and what to do; that is it to a very large extent.

Extent of
unemploy-
ment
exaggerated.

Occupations.

Prosperity of
lace trade.

Women's
home work.

Slackness of
building
trade.

No "out-of-
work" pay in
Bricklayers'
Labourers
Union.

Recurrent
applications
to distress
committee.

87360. What was your impression of the majority of them; should you say they had gone down in the world, that they were respectable men who wanted to live a respectable life?—Yes, the majority of them were respectable men, that is those who passed as eligible. You will perceive a very large number we refused to classify as eligible. Those who were eligible were without exception what I should call respectable working men.

87361. Then you would say the Act did supply the machinery for which there was a want?—Certainly, but I should qualify that by saying we must watch it very carefully to prevent it being abused.

87362. This low grade labour has very little mobility, very little knowledge, and I suppose not very much push?—That is so. I think that these men who come one year after another, were in some way slightly inferior to the general run of labourers, either they were wanting in knowledge, or they were not quite so strong as the others, and although they were able to do a good day's work, and earn a good day's wages, yet in competition with the others, they got a little bit elbowed out.

87363. You differ in your opinion from several witnesses who have come before us; you do not attach much importance to the test of labour, but you do attach importance to thorough investigation?—That is so.

87364. The investigation is much more onerous on the Committee, if you have many applications, than the labour test?—No doubt it requires the committee to work on it very energetically.

87365. If a man is put to work, and the test is prolonged beyond a certain time, should you not say that is a good test of his character?—Yes, if he sticks at it beyond a certain time I think it is, but if he only goes for four or six weeks, I do not think it is much test of his character.

87366. You think there is a certain class of individuals who would conduct themselves well for that time?—Yes, especially as in some relief works they are only put on for three days at a time, and very many men would work for three days who would not work steadily for a whole week.

87367. You think even if a man is taken away for a certain number of weeks and is improved, he is apt to relapse to his former condition if he goes back to the place without employment?—Do you mean as to the moral effect on the man?

87368. You seem to think the moral effect is very transient?—I think it may be exaggerated. I think it is a very real thing, and a thing we are bound to take into consideration, but I do not think it is of the overwhelming importance that we are asked to attribute to it. I do not think that the man who hitherto has been a good worker and done work industriously and well will be entirely ruined if he gets paid for a few days without doing work.

87369. I see you are against the idea of having any local and permanent place where persons can be sent to who are out of employment. You think the relief that is given should only be temporary?—That is so, I think so decidedly. It should only be in cases of urgent necessity in a town where there is a large amount of distress.

87370. It is exceedingly difficult, as you point out to find them under the present conditions any work that is suitable for them which does not interfere with private enterprise?—Extremely difficult.

87371. In fact, you are rather forced back to the conclusion that if you are to test people by finding them work you must have work on a large scale organised by a number of different authorities?—Yes, and then the difficulty is, even if you get it from the authorities, in finding anything like remunerative work, which is not work like digging a big hole and filling it up again, work just for the sake of work.

87372. As you point out here, there was a very considerable loss on the work which was done?—Yes, very considerable; even that which the corporation wanted to have done, and were willing to pay us the market value for; the market value did not represent the amount we paid.

87373. What effect do you think the help you gave had on the recipients?—I have not been able to see any deleterious effects at all. I have been rather surprised that there have not been more deleterious effects. As far as I can see there have been none.

87374. Has there been any spirit of thankfulness for what was done?—I think so, decidedly.

87375. So you come back to your original statement that a considerable number of these persons were respectable persons?—Yes.

87376. (*Sir Samuel Provis.*) I gather that last year you practically had very little distress?—Last winter there was very little distress.

87377. I suppose even the building trade was not so bad with you last winter, was it?—Yes, the building trade was bad, but a very large number of the workmen had floated away to other places where it was better.

87378. I see according to the parliamentary returns you only had eight or nine persons who belonged to the building trade whose applications were entertained?—Yes.

87379. And the explanation was that the people went away, was it?—Yes, they had gone away.

87380. Have you had to reject a certain number of applications because they had received assistance in the previous years?—No, we only had the relief works running the first winter that the Act came into force. This last winter we did not establish any relief works at all.

87381. So that point has not arisen?—Last winter there was no occasion for it; there was no distress that called for it; there was an attempt made by some persons in the city to have the relief works started, but in the opinion of the distress committee they exaggerated the amount of unemployment, and there was not such an amount as called for the starting of relief works.

87382. What is happening this year?—So far as I can gather, there is no want of employment at all. I am told that some men are trying to get up an agitation now, but I cannot see that there is any ground for it. The Poor Law outdoor relief is about £20 less per week this year than in the corresponding period of last year, and there is no increase in the indoor relief. There are a certain number of men, as there always are at this time of the year, coming to the Charity Organisation Society wanting relief, and there is the Church Army Home, which has a certain number of applicants, and a certain number of applicants come to the labour bureau, which is still being carried on; but it is not such a large number as would seem to call for relief works being established.

87383. (*Miss Hill.*) What you say about the management of the labour bureau, and also what you say about the finding of work for men with their former employers, rather points to the fact that a good deal of resource and individual sympathy is needed if these people are to be got back?—I should like to emphasise very strongly the absolute necessity of having a thoroughly capable and efficient man to manage the labour bureau if it is to be a success. It depends more on him than any committee, or anything else, and if he is a person who will thoroughly do the work in the spirit it ought to be done in, I think he will do a vast amount of good. If it is done in a perfunctory or official manner it is bound to be a failure.

87384. And the people who apply need to be dealt with individually?—Undoubtedly.

87385. (*Mrs. Bosanquet.*) I see you work almost entirely by very careful enquiry?—Yes.

87386. Was that much resented by the applicants themselves?—No, very seldom. There was one man resented it, and we found he had been convicted seventy-five times; but I think that was about the only man who resented it.

87387. But there was a good deal of agitation made about it?—There were complaints made by the public that we were making rather too much enquiry, but that applied more to the fund which was distributed before the Act came into force; the borough fund distributed by the Charity Organisation Society; they were a good deal derided for the expense and trouble they went to in making enquiries; but the following year when the Act came into force there was not the same outcry.

87388. I gather you carried on the same system of inquiry under the Act?—Entirely and strictly so.

87389. Of course, it is not encumbent under the Act?—That is so.

Mr. John Kentish Wright.

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Mr. John
Kentish
Wright.

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Renewal of
Unemployed
Workmen
Act.

Distress
committees.

Casual
labourers
and the Act.
Emigration.

Recurrent
applications.

Allowance
without
labour test.

87390. Do you think it would be a good thing to modify the Act so as to make more enquiry incumbent?—I do not think you can do it by the Act. I think it must be the committee itself who carries it out.

87391. I gather you want the Act to be renewed, but would you leave it to the discretion of a locality whether they would form distress committees or not?—Yes, I think so. It seems to me what we have to avoid is anything like a panic; and if we commenced by applying to the Local Government Board, that is a public act, it is at once known that distress is anticipated, and measures are being taken to meet it, and that immediately creates a number of applicants. If, on the other hand, we do not make any application to the Local Government Board till the distress is on us, then the formalities and the delay which take place will very much prejudice the work.

87392. Do you want the distress committee to be a permanent institution, or would you have it die between each occasion on which it is needed?—I should let it die on each occasion and let it be revived when wanted by the corporation.

87393. There would be no difficulty in getting it together?—I do not think so at all, especially if a labour bureau were kept on continuously. The only object I do see for keeping a distress committee together at times when it is not wanted would be to work the labour bureau. It might very possibly be advisable that the distress committee should be maintained solely for the purpose of the labour bureau.

87394. I gather you would very strictly keep it to the objects laid down by the Act?—Yes.

87395. You would not extend it so as to deal with the mass of casual labour?—Certainly not.

87396. Did you work it for emigration at all?—Very slightly. We had very few applications for emigration. There were three families sent abroad to Canada who had some immediate prospect of getting employment in Canada; they either had friends there or some old employer there. That was the whole extent of our emigration.

87397. I see you say there is a considerable number of men in the town permanently out of work, labourers, and you put it at about 120?—That is only a small number I consider.

87398. Do you think it would be well to emigrate them?—No, not at all. I do not think they would be at all suitable for emigration: they would not have the energy and adaptability to succeed under the new circumstances.

87399. You do not think the new circumstances would call out the energy?—I do not think so.

87400. Do you keep records of those you have assisted as to what becomes of them?—We keep records, but we do not visit them again and follow them up. If they make a fresh application then we have all the old records before us.

87401. The case papers?—Yes.

87402. You do not actually know whether they are floated off into industry again?—No, we do not follow them to their homes and visit them with the subject of ascertaining that.

87403. Do you think that in certain cases where you carried out your enquiries fully, and relief work was not available, you would help by an allowance?—I should.

87404. Should you like powers under the Act to do that?—Yes. I do not think it would be necessary to have it under the Act; in our own city we have a corporation which fortunately has some surplus funds; and in times of distress, as in the winter before the Act came into force, those funds were applied for this purpose. I think it might very possibly be done in the same way again.

87405. What sort of allowance did you give?—In that time we gave for a man and wife with an infant child 8s. a week, and 1s. a week extra for each child.

87406. What would the rent be?—The rent varied from 2s. to 4s.

87407. You thought that was enough to keep them going?—Yes; I am not quite sure whether it was. If I had had my own way I should probably have increased

it to rather more, but that was the decision of the committee; it is considerably in excess of what they got under the Poor Law.

87408. Did you help a considerable number of cases in that way?—Yes, 429 were helped in that way.

87409. Have you any instances of the help being abused?—Yes, a few, but only a very few, some five or six.

87410. Do you think the men are more able to look after work for themselves, and more likely to do it under that system, than if you provide relief works?—I do not know that there would be any substantial difference except this, that under that system they get a smaller pay than under any system of relief works, and therefore there would be more pressure on them to find employment for themselves.

87411. Which would you prefer for dealing with the first-rate class?—If it was possible I would prefer relief works, but I do not think it possible to find except in exceptional cases any remunerative or paying work for them to do. I do not believe, as I have said, in work for the sake of work, that is, digging a hole and filling it up again. Unless some useful work could be found, like levelling a playground or levelling a street, I should prefer giving it by the relief fund without labour rather than having useless labour.

87412. Surely this work, digging work, is not suitable for lace-makers?—Very few lace-makers apply. I think only some fifteen or twenty out of the whole number were lace-makers.

87413. Does the lace-making employ many men?—Yes, a large number.

87414. Are they highly paid?—Yes, a skilled hand gets £3 or £4 a week—£5 sometimes, Wages in lace trade.

87415. Do the women do the same work?—No, the girls who work in the warehouse do the boxing and the patterning; that is to say the lace, when it is finished, comes to them, and they make it up for sale. A very large number of girls and women are employed in the warehouse. No girls or women are employed in the lace factories, or very few indeed, where they make the lace, but from there it comes to the dressing room—women are employed there—where it is starched, stiffened and dried; then, generally, it goes to the home, to the women who do the clipping and the scalloping, finishing the lace; from there it comes to the warehouse, and there a number of women workers get it ready for sale.

87416. It was originally a woman's industry?—Not with machinery, I think. I do not think women have ever been capable of working the machines.

87417. (Mr. Phelps.) Is employment in the lace trade peculiarly casual, do you think—intermittent?—The character of lace trade is extremely fluctuating. We have a period of very good time indeed, and then a period of absolute stagnation. Fluctuating lace trade.

87418. When is your good time?—All the year round, when we have a good time; it fluctuates not according to the season of the year, but with the state of the trade. Not a seasonal trade.

87419. Is it a pure matter of fashion?—Yes. Trade influenced entirely by fashion.

87420. Have you a large export work?—Yes.

87421. How does that compare with the home work; do you know what proportion it bears at all?—I should not like to say; I cannot carry the figures in my head.

87422. Has the trade gone through any changes in the way of labour-saving machinery?—No, practically none at all. I am not a lace-maker, I am a solicitor; I am only giving an outside opinion upon it. Machinery.

87423. Do you know whether it admits of a good deal of casual labour?—No, I should say none at all. No casual labour in lace trade.

87424. You have not those difficulties to contend with?—No; we have a good deal of other employment in the town besides lace and hosiery—ironworks, for instance.

87425. But lace is the lion's share?—Yes. A large number of people living in the town are colliers working in the mines in the surrounding districts; then there are engine fitting works and leather works and other works.

87426. Has your distress committee done anything in the way of migrating people to other parts of England?—No, nothing at all. Migration of labour through distress committee.

87427. Have you ever thought of that at all?—Yes, but we have never seen any opportunity of doing it.

87428. Have you any views with regard to the proposal to start labour colonies?—I have considered it a good deal, but it appears to me that the difficulties are so very great that it is very doubtful whether they can be effectively and properly carried out.

87429. Your principal business in Nottingham is tiding people over rather than putting them into a new industry?—Entirely, I should say.

87430. Do the industries tend to remain in the town or do they go out into the country at all?—They tend a good deal to go out of the town; lace-making has gone a good deal into the surrounding towns, and also to Scotland.

87431. Why is that?—Because labour is cheaper; the trade unions are too strong in Nottingham.

87432. Have the rates anything to do with it?—No, I do not think the rates have. Also a very considerable amount of lace-making is now done in Russia and in Germany by Nottingham manufacturers who have moved or have a branch of their place there, on account of the heavy duties. France has a large amount of lace-making, but it is practically done by Frenchmen, not by Nottingham men.

87433. When these industries go into the villages round Nottingham, do you think the position of the labourer is improved?—It brings a new population there, but it does not make any substantial difference in the condition of the labourers who were there before, because the lacemakers follow the machines.

87434. Do you think the conditions of life of a man living in a village and working in the lace trade are better than if he were working in Nottingham?—I should hardly think they are.

87435. I will put the question more generally; should you favour the general moving of industries out of towns into country villages?—I think I should, but I do not feel very strongly on the subject one way or the other.

87436. Do you think it would be possible to formulate any scheme by which workmen could insure against unemployment?—I do not see any way in which it could be done; you mean a national or municipal system?

87437. Or voluntary system. Could you imagine a society which would guarantee against unemployment, as it does against sickness or death?—Of course, the trades unions do in all the skilled trades.

87438. Do you know on what basis they make their calculations?—I could not say.

87439. Have they actuarial advice on the matter?—I think the best trade unions undoubtedly have, but, of course, no actuarial advice could advise as to the probability of a big strike or a big drop in employment. I should think to a large extent it is haphazard, but I know they do employ actuaries.

87440. Have they paid out-of-work relief long enough to be able to judge of the effects of the system, should you think?—I should think so; some of the lace trade unions are very old established.

87441. They have done that from the beginning, I think?—Yes.

87442. It is not a modern thing?—No, it is a very old system. You were asking a previous witness about schools. I was chairman of the school board for Nottingham for several years, and that is a matter to which I have given a considerable amount of attention. I think it would be extremely desirable and quite practicable that the time of compulsory attendance at some class, whether evening or secondary class, should be extended. I do not think it is possible that the system of compulsory attendance at school, and the abstention from work should be materially increased from the present age, because the wages earned by the children of fourteen and upwards are so very important in the town, but I think it would be very possible to have a system of evening classes and compulsory attendance.

87443. You think the labour of the work they do is not too exhausting?—I do not think so at all. We have evening classes at which a very large number attend, and I do not see why it should not be compulsory.

87444. How would you propose to start those schools?—I should propose that every young person should be obliged to produce a certificate for the two years or so after attending school that they had attended so many evening classes.

87445. How would you start those schools with masters, and so forth?—We have all the machinery, of course, with our present schools. We have all the buildings, we have a very large staff who would be capable, at technical practically, of taking those schools in addition. We have a very successful university college, which has a very large number of students. I am on the council there.

87446. You do not anticipate any difficulty?—None at all.

87447. Is there much in the lace-making industry which can be taught in a technical class?—Yes, lace-making can be. I think it is taught in the technical school in connection with our college.

87448. What does that amount to; have they a laboratory in which the whole process is gone through?—They have lace machinery there, if you might call that a laboratory.

87449. Is that a substitute for anything like apprenticeship, do you think?—I do not think it is altogether a substitute for it, but I think it is a very useful adjunct.

87450. Do you think there is a large part of the work which must be learned at the side of the man working at it?—Yes, I should think so. You must understand that mine is only an outside opinion, because I have never worked a machine myself.

87451. Does apprenticeship survive in Nottingham? Apprenticeship?—Very little; in some trades like plumbers, builders ship, and carpenters they do it, but not in the staple trade.

87452. Have you still charities devoted to promoting apprenticeship?—No, I think none, as far as I remember.

87453. (*Professor Smart.*) Is there any special reason for the depression in the building trade in Nottingham?—In building trade. Only that building ceased at a certain time about three years ago; before that there was a large amount of building, there were public buildings, and amongst other things, a new workhouse, and there was a certain amount of private speculative building, but both buildings ceased.

87454. Can you explain why? We have the same phenomenon in every town we have touched: immense over-building and immense depression?—I am afraid I cannot.

87455. One would think that, as the cities themselves increased, the building trade would; but it does not seem to be the case?—Possibly the extension of the means of locomotion is some explanation; the tramway systems, for instance?

87456. That would encourage building in the country; but we do not find the building trade busy anywhere?—There is not a demand for it in the large towns, it may be that the building has gone to the villages now.

87457. You speak of the labour being driven away as the job comes to an end; where is it driven to?—I see a good deal of building going on in some of the outlying districts, not within the City, but within eight or ten or twelve miles. In colliery districts I think they are building a great deal; I know they are as a matter of fact round about Mansfield, and those districts, where there are collieries being opened.

87458. (*Mr. Bentham.*) Is there not a great deal of work for young women in Nottingham?—Yes.

87459. In connection with the lace trade and the hosiery trade?—Yes.

87460. Does that at all decrease the amount of work that has to be done by the Charity Organisation Society?—Yes.

87461. The able-bodied people can tide over a difficult time by the earnings of the family?—Yes. It is said in Nottingham that if any man does not want to do any more work, all he has to do is to marry and make his wife keep him after that.

87462. Do the women earn good wages?—Clever women earn very good wages, 20s. to 22s. a week; if women, they get to be forewomen they earn considerably more than that.

Mr. John
Kentish
Wright.

2 Dec. 1907.

Compulsory
attendance
at technical
classes.

Labour
colonies.

Migration of
trade from
town to
country.

Effects of
migration.

Insurance
against un-
employment.

Trades
unions.

Out-of-work
relief in trades
unions.

Compulsory
attendance
at technical
classes.

Women's
labour.

Mr. John
Kentish
Wright.

2 Dec. 1907.

Half-timers.

87463. Are there any half-timers at all employed in the factories?—Very few. There are some half-timers in the few cotton factories which we have, but I think there are only two spinning factories in the whole town; not to a very large extent, and only a very few half-timers.

87464. Do they employ half-timers in the boot trade?—We have no boot trade at all in Nottingham.

87465. What are the other trades besides lace-making and hosiery?—Miscellaneous trades: leather works, collieries, engineering work, furniture manufacturing, and one or two clothiers. As I have said, there are a very large number living in the city who work at the collieries which are outside the city.

87466. Then really the unskilled labour of Nottingham would be in the building trade?—Mainly, but not entirely.

Proportion
of skilled
and unskilled
labour.

87467. In what other branch of industry is there unskilled work. Is there much in the factories?—In connection with engineering there is always a certain amount of unskilled work.

87468. That is very small in proportion to the skilled?—That is so. On the railways there are a certain number of unskilled labourers, plate-layers, and men of that sort.

Occupations
of unem-
ployed.

87469. What figures most in your list of unemployed outside builders' labourers?—Brickmakers. We have brickmakers in the town.

87470. They are not dependent on building in the Nottingham district alone?—No, not alone; the bricks go out to some extent. I do not know that I could say any others. I have a list which was given in the year before the distress committee commenced which was very carefully taken. There were: labourers, 223; and after that comes iron and steel workers, nineteen; lace hands, eighteen; and all the rest of those who were assisted are smaller in number.

87471. Really the main problem of unemployment is amongst builders' labourers?—Yes. When you say builders' labourers that means, of course, contractors' labourers, excavators, navvies, men who are employed on the roads making streets and things of that sort—not exactly builders' labourers.

Effect of
Workmen's
Compensa-
tion Act on
age of
workers.

87472. Have you anything at all to do with the guardians?—I was on the guardians for some years, but I have not been on for the last six years. Might I be allowed to say something upon the question you asked a previous witness with regard to the age of the men employed?

87473. (Chairman.) We should like to hear you?—I have seen a good deal of the Workmen's Compensation Act; it seems to me that more and more the older men are getting out of employment, but to my surprise, in the returns that were made that does not appear at all. Men under thirty and between thirty and forty averaged quite as many as those of a greater age; more than half the applicants were under forty, and that was so far the last three years. Of course the Workmen's Compensation Act in its enlarged scope had not come into force then; but I have known very many instances where men have been thrown out of employment owing to that Act, epileptic men who occasionally have fits; insurance offices now refuse to insure men of that sort at all, consequently employers do not dare to employ them. Where they have been having employment previously now they are thrown out, and similarly men with one eye find great difficulty in obtaining employment.

87474. As I understand that, witness, there were two separate points, one was that it was more difficult for people to get employment beyond a certain age, though it does not necessarily follow that those persons come to the distress committee?—That is so.

87475. You agree with that?—Yes.

87476. The other is that with regard to the age of those who come to distress committees a large proportion are in the prime of life?—Yes, I was rather surprised to find that. I should have expected that a very large proportion of them were beyond the prime of life, but according to the returns I do not find that.

Age of
applicants
to distress
committee

87477. You agree with the impression that the Workmen's Compensation Act is rather contracting the age at which older people can get work?—It has done to a certain extent, it will do more in the future. You will remember as applying to these unskilled labourers that the Act only came into force on the 1st July of this year, and we have hardly been able to judge of the effect of it yet.

Effect of
Workmen's
Compensa-
tion Act.

87478. Of course, there is a tendency for people to give that as an excuse for not getting employment?—Yes.

87479. (Mr. Bentham.) Has it altered the calculations of the Charity Organisation Society?—No, I do not think so at all.

87480. (Chairman.) You have had thirty years experience of Nottingham; would you say there was a greater tendency on the part of the men to live on the earnings of the women now than there was?—I should think so. It is rather difficult to give an opinion on that point, but I should rather gather that the men are getting more dependent on the women's wages.

Dependence
on earnings
of women.

87481. To put it plainly: Are more men disposed to make their wives work?—Yes.

87482. (Mr. Bentham.) Would you be in favour of prohibiting married women with young children working in factories?—It would have very little effect with us. I do not think I should be in favour of prohibiting it; I think that is a thing which you must leave to the parties.

87483. (Chairman.) Do many married women work in Nottingham factories?—Not in the factories; a large number work in the warehouses, which is easier and cleaner and nicer work than factory work.

87484. (Mr. Bentham.) How many single men are there in the numbers that you have had in the respective years apply for assistance?—In the first year there were 466 married and 146 single. That was the year when we really did the most work; in the second year 184 married, and thirty-seven single.

Proportion
of single
and married
men among
applicants
to distress
committee.

87485. No attempt was made to find work for the single men; you could not find work for the whole of the married?—We made two classes of them; those who were in great necessity and those who were not. The single men came under the second head. If we had found work we would have put them on, but the married men had the preference.

87486. Did you distinguish between those who had dependents and those who had not?—Yes; we distinguished in each case paper between them in that way, we did not classify them and make a report about them.

87487. You do not know the number?—I should say all married men would have dependents; the wife would be dependent, even if there were no children.

ONE HUNDRED AND THIRTY-SEVENTH DAY.

Tuesday, 3rd December, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.

Mr. J. JEFFREY (*Assistant Secretary*).

Mr. JOHN ASHBURTON THOMPSON, M.D., D.P.H., M.R.C.S., called; and Examined.

87488. (*Chairman*.) You are the Permanent Head of the Department of Public Health of the Government of the State of New South Wales in the Commonwealth of Australia, and have been so since 1896?—Yes.

87489. You have prepared for us a short Statement which we may take as your Evidence-in-chief, I think? Yes. (*The Witness handed in the following Statement.*)

Method of administering poor relief in New South Wales.
1. There is no poor rate and no Poor Law; and no person unaffected by illness is necessarily condemned to poverty by circumstances. Relief of the poor in sickness or old age is furnished by the Government, and is paid for out of moneys voted by Parliament which are administered by Government officials acting under responsible ministers.

Portions of Department of Public Health as to medical relief, etc.
2. All medical services are rendered by the Department of Public Health, with exception of care of the insane, who are managed by a medical Inspector-General of the Insane, under the usual special and elaborate Acts of Parliament. The Department comprises two distinct branches. The permanent head, in his capacity of President of the Board of Health, has charge of the public health service; and in his capacity of chief medical officer of the Government has charge of every other medical service, executive or advisory, which is required.

3. As regards the sick poor the functions of the Department are performed in part in conjunction with the Inspector-General of Charitable Institutions for relief of the Infirm and Aged (which correspond with workhouses in England); but responsibility for them lies with that officer, who is furnished with medical superintendents at each such asylum.

Machinery for dealing with sick destitute persons in Sydney and elsewhere.
4. The Department deals with all cases of sickness which occur in the destitute and in the poor whose circumstances make them for a time dependent on public moneys, or are deemed to do so. It is brought into touch with the poor in two ways:—

In Sydney it has a *dépôt* called the hospital admission *dépôt* at which those apply who seek admission not only to hospital but also to asylums; there they are classified and distributed by two Government medical officers.

Secondly, cases which come to notice of the public or of medical practitioners are reported to the police who, after enquiry, report to the Department; sometimes such cases are visited by one of the Government medical officers, or the Department authorises some neighbouring practitioner to visit and report. In the country such cases are reported to the police, and by them to the Department; admission to the nearest district hospital is directed, or if removal is not possible, temporary arrangements (which include provision of a trained nurse if required, or otherwise of some trustworthy woman) are made. The patients are removed from the district hospital as speedily as their case allows and are transferred to some Government institution, because they are usually wanderers, and rarely belong to the district which supports the hospital.

5. The establishments with aid of which the Department carries out these arrangements are as follows:—

(a) In the metropolitan district it has a general hospital of about 350 beds (which, however, include 136 beds for infectious cases), which is entirely under control of the permanent head and which is managed by Government officers; secondly, it has power to secure admission to two out of the many general hospitals possessed by Sydney, which two furnish about 800 beds between them (over them the Government exercises no direct control, but it has power to interfere on occasion); thirdly, a similar course is taken with one of the convalescent hospitals (110 beds); fourthly, it distributes patients to the infirm wards of the several charitable asylums (4,000 beds). It maintains an ambulance service, which transfers patients from their homes and from railway stations to the proper institutions, and from hospitals to charitable asylums, every ambulance employed on such duty being furnished with a fully trained nurse.

(b) In the country individual and few cases come under notice of the Department; they are dealt with in the way already mentioned.

6. The general hospital within the Department, and the charitable asylums, are maintained from Consolidated Revenue Fund on Votes of Parliament annually taken; administration is by Government officials exclusively; a minister is their chief; and all expenditure is subject to the provisions of the Audit Act and is regularly examined by the Auditor-General who, if any item attracts his attention, reports to the minister.

7. The two general hospitals to which the Department sends some of the destitute sick are nominally (and to a small extent in fact) supported by voluntary contributions; yet, while the land and buildings have been gradually provided out of special grants from Consolidated Revenue Fund, at least two-thirds of their annual cost is contributed by Government from the same source. Neither hospital ever has been completely supported by voluntary contributions, nor has any hospital in the State with exception of one which is so maintained by the Roman Catholic community. Over all these institutions Government exercises no direct control, but has powers under an Act to examine the accounts of all which are supported wholly or in part from public funds. Need to exercise this power has seldom appeared. At the single convalescent hospital utilised by the Department a payment of 2s. 6d. a day is made for each patient during his stay, in addition to a subsidy of £ for £ on subscriptions collected by the committee.

8. As regards the district hospitals (about 130) which are utilised in the country, admission of the destitute sick to them on demand of the police (acting under instructions given by the Department through the Inspector-General of Police) is required in virtue of a £ for £ subsidy on *bona fide* subscriptions which is paid half-yearly by the minister on certificate of the permanent head; and should the State be put to the expense of otherwise providing for a

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D.P.H.,
M.R.C.S.

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New
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Wales.

Institutions to which Department of Public Health may send such persons.
Department of Public Health ambulance service.

Extent to which general hospitals, etc., are maintained from Parliamentary Votes or by voluntary contributions.

Extent of Government control over hospitals, etc.

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destitute sick person by action of the committee in refusing admission for any reason whatever, then the permanent head after due enquiry into the circumstances may cause the amount so expended to be deducted from the proportion of the subsidy next falling due.

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9. It must be added that the Department performs many medical and medico-legal functions in relation to old-age pensioners, the Miners Accident Relief Act, State Children and the like, although in those relations it has no responsibilities save for work actually done by it.

87490. (*Chairman.*) In your first paragraph you state that there is no Poor Law in New South Wales, and then you go on to say: "no person unafflicted by illness is necessarily condemned to poverty by circumstances." I do not want to go at any length into the Poor Law system of New South Wales, but I think it is necessary we should just understand how it operates, because otherwise we should not be able to understand the system of medical relief. How is a person who is unafflicted by illness and who is destitute relieved?—I think I may say that there is no occasion for such relief, except at certain times of commercial depression, and then relief is afforded to the able-bodied by works which are found by the Government, and on which such persons are employed at 5s. a day—the payment never exceeds that amount. At the same time, efforts are made to place them in the country on the land, and to find regular work for them. The work which is made for them under those circumstances is not always of a profitable character; but it appears to be thought better that men should do work, even if it is only trenching land or moving sand heaps or grubbing up growth on waste lands, than that they should get money for nothing.

87491. How do they deal with orphans and with the children of widows; do they get relief in institutions?—Orphans and the children of widows are entirely boarded-out. They are boarded-out sometimes with their own parents, or they are boarded-out with people who are under regular supervision by the State Children's Relief Board. In 1906 there were about 4,000 such children.

87492. To what tribunal would the matter go in a case of that kind?—It would go before the State Children's Relief Board, which is a Government institution, but composed, as a board, in part of persons who are not Civil Servants, and which, as regards administration, is managed entirely by Civil Servants and under the direction of a minister, the Minister for Public Instruction.

87493. Then as regards the sick, I suppose I may take it that the definition of "sick" is a wide one, and would include those who were physically or mentally defective?—Yes, unless they were certified lunatics.

87494. In Paragraph 2 you say: "All medical services are rendered by the Department of Public Health," of which you are President, "with the exception of care of the insane"?—That is the case.

87495. Have you had much trouble in defining what is an insane person, a mentally defective, and an imbecile? Have you had much trouble in classifying them?—That branch is not under my control, as I think I say in my Statement. There is an Inspector-General of the insane, who is a medical man, and who carries out the various Acts of Parliament, which are practically the same as those in this country. He has under his control the idiot asylum; then he has five or six large institutions for the declared lunatics. There are also licensed houses under his supervision where, I think, not more than two insane people may be taken on his certificate that that course may be safely followed. Outside of them are the mentally deficient people who are perhaps able-bodied but who, experience shows, are quite unable to keep themselves. Those people fall into what we call the benevolent asylums, which you may think of as work-houses, for they are equivalent to those.

87496. Are they supported by State funds?—Entirely.

87497. Then we might say there is no local rate in any sense equivalent to our poor rate?—Yes.

87498. There is associated with you in discharging the functions of relieving the sick poor an Inspector-General of Charitable Institutions?—Yes.

87499. Is that again a Government Department?—Yes.

87500. Supported by State funds?—Entirely.

87501. That Department takes charge of the aged and infirm, I suppose?—Yes. The Inspector-General has under his control the benevolent asylums or work-houses which were mentioned just this minute.

87502. Those in the benevolent institutions would be mainly, I suppose, the infirm and the aged?—Yes. Their proper title is Benevolent Institutions for the Relief of the Infirm and Aged Poor.

87503. Your Department, then, deals with all cases of sickness which occur, to use your own words: "In the destitute and in the poor whose circumstances make them for a time dependent on public moneys, or are deemed to be so." Have you a regular tribunal associated with that Department for going into these cases?—No.

87504. Do you ever recover any of the expenditure on the treatment?—Yes, we do. The line between the really destitute, and those who are destitute only when they are thrown out of employment, and those who are not in reality destitute, cannot be sharply drawn. In the Coast Hospital, therefore, which is, as I say, an entirely Government institution, of about 360 beds and under my control, we receive cases of general illness. They have to be provided for, because they have applied to the Government for relief of that kind. We cannot tell whether they are strictly destitute, strictly such persons as in my opinion alone the Government should be responsible for. We take them in therefore; and in the course of their stay, if we find out, incidentally rather than by direct inquiry, that they are not quite so poor as they have represented themselves to be, in that case they are requested to contribute towards their support.

87505. Is the request complied with generally?—I think the most that we have recovered in any year on 3,500 admissions was about £800. That was a considerable sum. Generally it is perhaps £500 or £600.

87506. Then the principle is to deal with the case at once when it comes to you, and to inquire afterwards as to whether or not the patient so received should contribute towards the expense of his maintenance?—Yes, subject to the asking of some questions on the spot. But you cannot verify their statements. The man is there before you, and must be admitted to the hospital then. You ask him some questions, but what he tells you you cannot test.

87507. The primary concern of the Department is the condition of the patient, and if he is ill he is treated at once?—Certainly.

87508. Is it supposed to be any stigma or any disadvantage to come to your Department for free medical assistance?—I should say not; and it carries no disability with it.

87509. The police come in in regard to the inquiries, I understand. If a medical practitioner, or one of the public, thinks there is a case which ought to be reported, does he take it to the police?—Yes. That statement applies to the country districts where the police are general agents.

87510. I suppose those cases are not very frequent, are they?—No; I think they are not very frequent.

87511. Australia is a very big country; is there a district hospital in most localities?—Yes.

87512. Is that supported by the Government?—In part. There are about 112 district hospitals, and they are supported primarily by voluntary contributions collected in the district they serve. The Government supplements those contributions by a subsidy of £ for £ for every bona fide subscription.

87513. I suppose the Government attaches certain conditions to that, such as inspection or something of that kind?—Formally the Government does not do so. The committees of district hospitals are established by Act of Parliament, and are absolutely independent of all control except in two respects. In the first place, there is an Inspector-General of Charitable Institutions, who may at any time be directed by the Minister to inquire into the finances and any other circumstance affecting the management of such a hospital. Then, of course, the Minister has nothing but his own authority to guide him in the action he takes upon such a report. In the second place,

Functions of
Department
of Public
Health as to
old-age
pensioners,
etc.

Absence of
relief to the
able-bodied
except in
times of
commercial
depression:
method of
relieving
able-bodied.

Boarding-
out of
orphans and
children of
widows.

The State
Children's
Relief
Board.

Scope of
the term
"sick."

Provision for
the insane.

No local
poor rate.

The
Inspector-
General of
Charitable
Institutions
and his
functions.

Recovery of
cost of
medical
treatment
of non-
destitute
cases and
policy as
to their
treatment.

Free medical
assistance
unaccom-
panied by
disabilities.

The police
as inquiry
agents in
country
districts.

Provision of
district
hospitals in
Australia
and their
finances.

Extent of
Government
control over
district
hospitals.

the subsidy can always be withheld by the Minister. That, however, is not a power which is of much practical use, because to withhold the subsidy would close the hospital, and would therefore hit the poor who would otherwise use the hospital and would not touch the committee at all.

87514. Are there any cases where a district hospital is not up to what medical men consider the necessary standard of the day, and pressure has to be put upon the committee to improve the standard? Does that sort of case occur often?—Not often. All proposals to establish new district hospitals, and the plans for all district hospitals, have to be submitted to me. But that is not a matter of law, that is a matter of departmental regulation, and it depends on the fact that in every case the committee will come to the Minister and ask for a special grant for buildings or for additions, and therefore the Minister imposes such conditions as seem fit to him.

87515. In the sparsely inhabited districts is there a dispensary attached to the district hospital? Is that where anyone would go if he wanted medical help?—Yes; they do a certain amount of out-patient work. But there is no separate dispensary as understood in this country.

87516. As regards infectious cases, has your Department special hospitals for infectious cases?—There is only one special hospital for infectious cases, and that is a department of the coast hospital which I have already mentioned. We have 136 beds for infectious cases, and in relation to admission to that division, although I try to collect such money as I can, I do not make payment, even from persons who are competent, the condition of admission—for obvious reasons. Anyone suffering from an infectious disease is admitted without any conditions, and admitted promptly.

87517. I suppose you have at times to put up temporary accommodation to meet any special epidemic?—Yes; we do occasionally put up tents. The fact is the accommodation is insufficient, and when there is an epidemic of scarlet fever or of measles we really cannot deal with it; we are not able to deal with it. I should add that in the country districts I have insisted that every little hospital should have accommodation for at least two persons of each sex suffering from an infectious disorder.

87518. As regards the hospital arrangements in Sydney, in addition to the general hospital which is under you, your Department have the power of securing admission to two out of the general hospitals, I understand?—Yes.

87519. I suppose the Government make some kind of subsidy to those two hospitals?—Yes. The annual expenditure of the two hospitals which are utilised in that way, and which furnish between them about 800 beds—300 in the one, and 500 in the other—is defrayed from public moneys to the extent of nearly two-thirds.

87520. As much as that?—Yes. Then it should be added that all the buildings, the land, and so forth, practically have been furnished from public funds by special grants from time to time.

87521. So the Government really has a great indirect hold over the hospital?—It has a hold of the same rather futile kind as I mentioned just now, that is, the subsidy may be withheld; but there is no other power, and if it is withheld, then the hospital would have to close some of its beds and then the sick poor would be congregated in front of my office waiting for a bed. They must be relieved; so that is not a sufficient hold. I should add, however, that the Government has on the Board of directors of each of these hospitals certain members appointed by them, who are Government representatives.

87522. Do the private hospitals—I mean hospitals other than public hospitals, hospitals which are supported by voluntary subscriptions—work in accord with your Department?—There is only one hospital which really is supported by voluntary contributions, and that is St. Vincent's hospital, which has about 120 beds. They refuse all assistance from the Government. They are always very obliging and they work in accord in that sense, but they do not care about having any Government interference. The Royal Alexandra hospital for sick children containing 160 beds has not refused Government assistance, but has done with vastly less contribution proportionately than any of the other hospitals.

87523. I suppose the infirm wards of the various charitable asylums would receive those who were chronically sick, rheumatic, and so on?—Yes.

87524. If an acute case became chronic, I assume it would be transferred to one of these institutions?—Yes.

87525. Do you find the cost per bed in the charitable institutions less than it is in the hospital where the acute cases are?—Very much. The cost in the charitable institution is about, but not exceeding, £15 per annum. The cost in the Coast Hospital which, as I have said before, is a general hospital just like any other, is £55; but in the other two hospitals it runs up to £75, and is never less I think than £68.

87526. (Mrs. Webb.) Does that difference in cost depend on the difference in the class of cases treated?—No. I was careful to say just now that the Coast Hospital is a general hospital like any other, because there is a notion that major operations are not done there, major operations being expensive to treat on account of dressings and so forth. That is a mistake. It is a hospital like a Poor Law infirmary here, in the sense that it is under the management of four medical men, and has no honorary staff, and, therefore, I direct that whenever possible a serious operation shall be transferred to hospitals which have an honorary staff. But in practice it turns out to be not so often possible to effect the transfer as to make any essential difference in respect of cost for dressings, etc., between it and the professedly general hospitals.

87527. (Chairman.) Your vote comes up annually before Parliament, I suppose?—Yes.

87528. You have been permanent head for a good many years, you tell us; I suppose the tendency of your vote is to increase; has it increased much in those ten years?—No, it has not. It does increase, but I think if the increase were compared with the work done, it would be found to be proportionately much the same. The work to be done necessarily increases year by year.

87529. Does your vote include the cost of buildings which are put up for your Department, or does that cost come under another vote, a Works Vote for instance?—It comes out of my Vote.

87530. As you point out in your last paragraph, you discharge a good many duties; do you condemn houses if they are unhealthy?—Yes, under the Public Health Act we have that power.

87531. Is that at all an onerous duty now; does it take up much of the time of your department?—There I must explain that in the two populous districts, that is the Metropolitan with some 570,000 inhabitants, and the Newcastle or Hunter River district with about 80,000 inhabitants, there are employed whole-time medical officers of health, two in the Metropolitan district, and one in the Newcastle district, who are under my direction, but who act as municipal officers. It is their business to condemn insanitary houses. I get from each of their local authorities every year a tabulated statement of the work done, among which appears houses condemned.

87532. If a house is condemned, do you take action on that report, or does the municipality do so?—The municipality does. My position is the same towards a municipality as that of the Local Government Board here. My business is to see that the municipalities do not too much neglect their duties under the Public Health Act, and such Acts.

87533. Have the municipalities public health officers in addition to yours?—No, not in addition. Outside of those two populous districts there are no public health officers at all, but in every town there is a police surgeon, and he acts on my request (which I make on representations received otherwise, perhaps through the local authority, perhaps from the police), as my agent or deputy there. The first step is to get information from him, the second step is to send one of my staff officers to inquire further into the matter.

87534. Have you much difficulty now, if buildings are condemned, in getting the municipality to take action?—Yes, there is the same difficulty that you are acquainted with here, I fancy.

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New South Wales.

Provision for cases of chronic sickness.

Comparative cost of treatment of chronic and of acute cases.

Provision for dealing with insanitary houses.

Difficulty of getting municipality to take action regarding insanitary buildings.

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87535. Much the same sort of difficulty?—Much the same. I have, perhaps, owing to local circumstances, a little more power of correction, not legal power; but publicity is very much disliked, and makes itself felt much more easily than it does here.

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South
Wales.

87537. Is the police medical officer a Government officer, and a whole-time officer?—I called him the police medical officer because that expresses his functions, but his official title is a very old one—a survival from ancient times; it is Government medical officer. As a matter of fact, the appointment, which is made on my recommendation, carries with it no salary, nor any regular duty. He acts only on the request of the police in routine matters, such as attendance at inquests, and only on my special direction, if I wish him to undertake any public health duty.

87538. He is not a whole-time officer?—No. The medical officers of health alone are whole-time officers.

87539. I suppose the police medical officer in the Bush and in the out-districts would be a general practitioner and would get a good deal of work in that way?—Invariably. I select merely that gentleman whom I consider to be the most competent out of two or three living in the town.

Functions of
Department of
Public
Health in
connection
with Miners'
Accident
Relief Act.

87540. Then I gather you have some work to do with a Miners' Accident Relief Act; that is something rather special, I think, and we have nothing like it here?—I have nothing to do with the Act, but if a miner says that his illness is due to an accident, or if, having received some injury he thinks he is chronically incapacitated, then the district board which administers the Act in the districts refers the case to the Department of Mines, and the Department of Mines refers it to me for the medical opinion, which is furnished by one or other of my officers.

87541. I suppose that is in connection with the compensation that the miners are entitled to?—Yes.

The combin-
ing of
preventive
work
with cura-
tive work
under one
department;
its effect on
the class of
medical men
employed
and on the
promotion
of officers in
different
branches.

87542. You combine in your Department two sets of duties. You have got the preventive work attached to the health officers, and then you have the curative work attached to the hospitals, and the practitioners who are under you. Do you find it difficult to combine the two as regards promotion; or is there a separate body of men who do the health work, as distinct from those who do the ordinary medical work?—That is a very difficult question for me to answer. I do not think circumstances allow of my answering it. Under the Public Service Act as administered by the Public Service Board, sometimes the theory appears to be that every medical officer in the service should be graded on one list, so that the officers of one department may seek promotion in another department, so that lunacy, for instance, may seek promotion in public health, and *vice versa*. In practice, it very often happens, however, that an objection to the promotion of a lunacy man in the Public Health Department is raised, on the ground of unacquaintance with the duty and so forth, and is allowed to hold good by the Public Service Board. I cannot answer your question directly.

87543. I imply from that, that the Public Service Board think that there is a distinction between the two classes of work, and they sometimes reject or postpone appointments, on the ground that the work that the person proposed to be promoted would have to do, was not quite germane to that which he had done before; is that a correct interpretation?—They permit weight to that objection when it is raised, probably by the chief of the department, to which the officer seeks to be transferred.

87544. I will put the question in this way: Do you think the combination of services under you, having regard to remuneration and prospects, enables you to command a better class of medical men than if you only had one branch of service?—I am not able to say that it has any influence. The fact is that in my mind and in my practice I do keep the two staffs separate. The seniors are well paid, and I am not aware that any of them seek to change; they are quite content with the duties to which they have now been accustomed for many years.

87545. Here the medical officer of health is as a rule higher paid than, say, the Poor Law medical officer; is it the case in New South Wales that the health officers' remuneration is higher?—No. The Government medical

officer for Sydney gets £700 a year, with an allowance of £100 a year for a house because he is obliged to live in a particular situation, and then he has another £100 a year in connection with the old-age pensions board, so that he may be regarded as getting £900 a year. My principal assistant on the public health side gets only £800 a year and no allowance. The former officer, however, it must be noted, has a much longer service than the latter.

87546. What is the particular work that the medical officer does as regards old-age pensions? Does he examine the applicants, or does he report on the likelihood of their being the age they assert? How does he come in?—I have permitted him to take up the position of chairman of the old-age pensions board for the Sydney district. I know nothing at all about his work officially. As a matter of fact, he sees that general inquiries into the applicant's circumstances are made; and then if the applicant, being sixty years of age and not entitled by age to a pension until he is sixty-five, alleges that he is incapacitated by illness, in which case the Act allows him to begin to draw his pension at sixty years of age, that is a question which would be specially settled by that officer of mine who is the chairman of the board.

87547. He would come in there, first, as a person of administrative experience, and then in those particular cases his medical knowledge would be of special use to him?—Yes.

87548. (Mrs. Webb.) Might I ask whether you have any domiciliary visitation with a view to discover disease?—Have you any health visitors at all in the slums, if you have any slums in Sydney?—Do you mean inspection to ascertain the presence or absence of disease?

87549. Yes; with regard, for instance, to infantile mortality or phthisis, have you got any health inspection?—The State Children's Relief Board has certain women officers who do inspect the houses to which women have gone for confinement.

87550. Only that, and not the homes?—Not the homes. They inspect also those houses where children are boarded out. Then the City Council has a woman inspector who, like the other sanitary inspectors, holds the certificate of the Royal Sanitary Institute, to give advice to the poor on the management of their families and of their houses; and she does that by visiting them, of course.

87551. That is wholly municipal, and it is not under you?—It is not under me; that is a municipal arrangement.

87552. Might I ask whether the medical officer of health who works in the Newcastle district, or the officer who works in the Sydney district, is in any way under the municipality? I gather that he is appointed by you, and that he is paid by you; but does he take any orders from the municipality at all?—Yes, he does. But you will observe from his being paid by me that he really occupies a perfectly independent position. That is a very important point indeed. He does not wait to be asked by the municipality to do work; he sees it and tells them that it ought to be done, and if they do not do it, he appeals to me, and then I can talk to the local authority as a municipal council.

87553. What kind of work would he do on the initiative of the municipal council? Is there any kind of work which he would do on the initiative of the council other than the sort of work that you would put him to?—I do not instruct him to do anything. He is perfectly free, and he manages his own work. It is only if some neglect is brought to my notice that I inquire, first of the local authority as being the authority, and then supplementarily of the medical officer of health. I ask him what he has got to say about it, and eventually I do something.

87554. I assume he has clerks and sanitary inspectors, and all that sort of thing; who pays and engages that staff?—He has a personal staff—I am speaking now of the officer in Sydney. He has three sanitary inspectors who are what I call his personal staff, and they are paid by me.

87555. They are paid by you?—Yes, they are not municipal officers in any respect. They are entirely at the medical officer of health's orders; they are his assistants.

Emolument
of medical
officer of
health
for Sydney
and of
principal
assistant in
Department
of Public
Health.

Functions
of medical
officer of
health for
Sydney in
regard to
old-age
pensions.

Question of
domiciliary
visitation
with a view
to discover
disease.

Status of
medical
officer of
health and
his staff in
Newcastle
and Sydney
districts.

87556. Are his clerks paid by you?—His clerks are paid by me.

87557. And his office; is it the town hall?—We succeeded in persuading the City of Sydney to afford the medical officer of health for the Metropolitan district house-room, on condition that he was allowed to call himself city health officer as well. Therefore the officers of every suburban municipality—of every municipality outside the City proper—of course call upon him at the city town hall.

Importance
of medical
officer of
health being
from
municipal
control.

87558. Might we ask whether you think that this arrangement of an officer who is paid and appointed by the State Government, and who is more or less, I will not say under the control of, but more or less working for, the municipal council, is a good arrangement that we could at all follow?—I think it is the very best practical arrangement which can possibly be made. The medical officer of health is independent; I pay him, but the local authority has him at its command for advice or for work to be done.

87559. No practical friction has arisen under that arrangement?—None whatever.

Government
representation
on
doctorate
to obtain
hospitals in
Sydney.

87560. With regard to voluntary hospitals, do I rightly gather that the Government has representation on their governing bodies according to the amount that is contributed?—No. The two hospitals I refer to are the Royal Prince Alfred Hospital and the Sydney Hospital. The Government has three representatives on each board, that is, three of the directors, as they call themselves, are nominated by the Government.

87561. And you have not got a proportionate representation which follows a sliding scale of Government contributions?—No; there is nothing at all of that kind.

St Vincent's
Hospital.

87562. May we ask why the St. Vincent's Hospital objects to receive Government subsidies?—It is a hospital maintained by the Roman Catholic community, and I do not know of any reason for it, but they have always held that course.

87563. Do they take any destitute persons of their own creed without subsidy?—I do not think they take any more of the absolutely destitute than they are obliged to take by circumstances.

87564. I was only trying to get at the fact whether they actually treated destitute persons without subsidy, whereas the others treat them with subsidy?—I think that a person who, on applying, states that he can pay something towards his support is admitted forthwith.

To advance
the of com-
bining pre-
ventive with
curative
work in
treatment of
disease.

87565. Do I gather that in your opinion it is on the whole a good thing that your department combines preventive work with curative work?—In as far as curative work subserves the prevention of disease, I think it is a very good thing indeed. I think also that it is a very good thing that applicants for relief who allege that they are ill should be examined by a medical officer who will decide whether they really are ill or whether they are not—whether they require medical relief or whether they require only ordinary relief, I should say. Yes, I should think that is a very good thing.

Policy as
treatment
of disease
and recovery
cost.

87566. Do you think your principle of treating first and charging afterwards is a good one? I gather that it is the principle of your department to treat the man first, if he wants it, and then to charge him, if it is possible to recover anything. Do you think that is right?—I do not think it is a businesslike arrangement at all, but it is the best that we can do under the circumstances.

87567. Do you consider that it is desirable to treat him if he requires it?—I think it is desirable that medical treatment should be available to everyone, and should primarily be free. I do not say that every member of the community should be medically treated free.

87568. Would you charge him if he could afford to pay?—Quite so.

87569. But you would treat him, any way?—I think that that should be done.

87570. (Chairman.) May I ask if you have anything in New South Wales at all corresponding to our medical provident institutions here?—Yes. I am afraid I can give you no figures, but there are many provident institutions.

87571. Would you go so far as to say that a large proportion of the population get their medical relief through these institutions?—Yes, certainly.

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87572. Does the system of relief which is in force interfere with those societies, or prevent their growth?—I think I do not quite understand.

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87573. It is alleged sometimes that any system of free medical relief, even to the poorest class, interferes with the establishment and development of medical provident institutions; do you think that the system that you have described to us at all affects the provident institutions in New South Wales?—No. I am not aware that it does, and I do not think it does, and I do not quite see why it should, because in addition to the medical attendance which a sick man, or a sick wife, or a sick child, or any sick member of the family requires, there are the other expenses. If it is the man, he is out of work, and he wants money to support his family; if it is the wife who is ill, she must be nursed. Then there are the consequences of the sickness. I think that the actual medical attendance is only one item in several which are provided against by the friendly society.

Provident
medical
institutions
in New
South Wales
and effect
of public
medical
relief system
thereon.

87574. Then I suppose I may take it that the bulk of the artisan or well-to-do wage-earning classes, do not come to your department, but would get assistance through their provident institutions?—Certainly.

87575. (Mr. Bentham.) You state that in Sydney there is a depot called the Hospital Admission Depot; is that managed entirely by officials who are directly under your control?—Yes.

Sydney
Hospital
Admission
Depot.

87576. Are all the admissions there, whether for medical relief or otherwise, dealt with by your staff?—All applicants there, yes.

87577. And then distributed to the various institutions?—Yes.

87578. Suppose it is a case that does not need so much medical relief as ordinary care and attention, are they then sent to the asylums by your staff?—Yes.

87579. The asylums are charitable institutions?—Entirely.

Sufficiency
of accom-
modation
in "Chari-
table

87580. Is there always sufficient accommodation at the charitable institutions for the cases?—Yes.

87581. Are they established entirely through charitable efforts?—Not at all; they are Government institutions.

Asylums."

87582. The asylums?—The benevolent asylums, which are workhouses, are supported entirely from public funds, and are managed entirely by public officers.

Status and
management
of "Chari-
table
Asylums."

87583. Then there are two classes of asylums, are there—the charitable asylums, and the Government asylums?—No. There is only one set of benevolent asylums which are equivalent to workhouses. The other asylums which were mentioned, I think, were lunatic asylums.

87584. In Paragraph 5 you say: "Fourthly, it distributes patients to the infirm wards of the several charitable asylums (4,000 beds)." Are those Government institutions or private establishments?—They are Government institutions.

87585. Why is the word "charitable" used there?—Perhaps it ought not to be used, but they are charitable.

87586. How are they managed?—Entirely by Government officers.

87587. With no representation from other public bodies in any shape or form?—None.

87588. How are the other members of the family dealt with other than the sick and infirm, when it comes to be a family?—They would be boarded-out, and subsequently apprenticed. If they had committed crimes they would be consigned to one or other of the reformatories, or if they are merely unruly, and happen to be boys, then they would be sent to the training ship, which has a capacity of 300, and which is always full.

Provision
for children.

87589. Would all that kind of work, that is, the distribution of the various members of the family, be done by the staff at the depot which distributes the cases?—No, not officially. The proper place to apply for that kind of relief is the office of the Inspector-General of Public Charities, or of the State Children's Relief Board, according to circumstances. The people who apply at the Hospital Admission Depot always apply there on the

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South
Wales.

Method of
allocating
cases apply-
ing at
Hospital
Admission
Depot.

Method of
dealing with
children of
a sick
person.

Method of
providing
hospital
treatment
for members
of provident
societies.

Benevolent
asylums for
infirm in
country
districts ;¹
their finance
and manage-
ment.

The use of
the terms
"chari-
table" and
"benevo-
lent."

Australian
objection
to the term
"pauper."

Average
wage in
Australia.

Small
extent of
unemploy-
ment.

Alternative
of work on
the land
always
available.

ground that they are ill. My officers ascertain first whether they are ill or whether they are not. If they are not, they give an order for admission to one of the benevolent asylums, that is, to one of the workhouses. If they are ill, they send them to that hospital which they think most suitable. If they are chronically ill, they send them again to one of the benevolent asylums to be housed in the sick ward of that asylum as chronic sick.

87590. Would the children of the sick person, or of an infirm person, be housed in the same place as the parents, or would they be distributed by the authority of the particular institution?—That depends. If my attention were called to the case in the first place, I should communicate with the Inspector-General of Charitable Institutions, or with the State Children's Relief Board, or with both of them, and I should draw their attention to the case in order that they might do their share of the work of providing for the family; but I should have no responsibility in respect of that.

87591. (*Mrs. Webb.*) How do the members of provident institutions obtain hospital treatment requiring an operation; would they go to the Government hospital?—No. Certain members of the Tramway Employees' Union do make use of the Coast Hospital (which I should mention is eight or nine miles from the centre of Sydney), because it happens to stand near a place where it is convenient for a large number of those employees to live. But I have an undertaking from the secretary that he will pay so much towards the support in hospital of such men, who are recognised as not fit subjects for treatment in a Government hospital entirely at the public expense.

87592. In other cases what happens to them?—In other cases they apply to one of the two general hospitals, and they probably pay 10s. per week.

87593. (*Mr. Bentham.*) Are there any infirm asylums in the country districts?—Yes. There are ten or twelve of the larger towns in which the inhabitants have, by voluntary effort, started what they call benevolent asylums. They mostly are small places, but they may run up to as many as forty beds. Those institutions are subsidised by the Government just as district hospitals are subsidised. They get £ for £ on their subscriptions, and they get special grants of money for building, or for buying land, and so forth.

87594. Are they entirely locally controlled?—Those are not under any definite control at all, that I know of, except that of the local committee.

87595. (*Professor Smart.*) In regard to the question you were asked about charitable asylums, am I to understand that the word "charitable" is a technical phrase with you, merely referring to the class of patients treated rather than to the source of revenue?—I am ready to admit that the word "charitable" was wrongly used.

87596. I thought it might perhaps be a technical term in Australia?—No, "benevolent" is the technical word.

87597. You seem to have no recognition of the word "pauper" in Australia?—Although, of course, there are a great many people who are paupers, the use of that word is very strongly resented, not merely by them themselves, but on their behalf by others who think it is an unnecessarily harsh word. I do not know why, but they object, and we do not use it.

87598. (*Mr. Bentham.*) In what way are they paupers?—They are absolutely destitute.

87599. Destitute and dependent upon others?—Yes.

87600. (*Professor Smart.*) Is 5s. a day considered a low wage in Australia?—Yes.

87601. Quite a low wage?—Yes; 8s. is the average.

87602. Is 8s. the trade union rate, or the average rate?—It actually is the average wage, I think.

87603. Is work as a rule so plentiful with you that a man can almost always find employment under a private employer?—Yes. I think that may be safely said. That is what I mean when I say that no one "unafflicted by illness is necessarily condemned to poverty by circumstances."

87604. Even if he is totally unskilled?—Yes, even if he is totally unskilled.

87605. I suppose there is always the alternative of the land in Australia to a townsman who is out of work—that he can always go on the land and get a livelihood there?—Yes.

87606. Either as a holder, or as an agricultural labourer?—Yes; in some capacity or another every person can keep himself if he will.

87607. You think so?—Yes, I have no doubt about that.

87608. That is the theory on which you act?—Yes.

87609. What kind of work is there provided by the Government for those who are temporarily out of work?—Sometimes they are told off to break stones. I have known them told off to level a sand-hill, and I have known them told off to clear of undergrowth an area of many acres.

87610. Then when you used the words "not always profitable" did you mean sometimes useless, such as levelling a sand-hill, for example?—No, I cannot say that it is useless, because I quite agree that it is very much better that a man should do work for his pay, rather than get it absolutely for nothing.

87611. You do not seem to have anything to teach us as regards the relief work. We have great difficulty in this country in finding work to give to our unemployed which will not compete with ordinary industry; but you seem to use the same methods that we do, such as breaking stones, levelling sand-heaps, and so on?—Quite so.

87612. Referring to your 5s. a day, do you give a man a whole week's work of six days?—I do not know, but I should think they would get five and a half days.

87613. Is that State-provided work at 5s. a day not found to be dangerously attractive?—No.

87614. After all there is not so very much difference between 5s. and 8s., if the work is very much easier?—He has to work pretty hard for it.

87615. Is there much supervision?—Yes.

87616. How do you make him work hard?—I do not control this business.

87617. I know, but you are the only witness we can get hold of on the subject; that is why I am asking you?—I merely wish to point out that I am now answering conversationally, and that this is really not evidence, because I am not in control. I am aware that these gangs of unemployed are under the supervision of inspectors, of Government officers, people appointed to see that they do the work. If you ask me whether they really do keep their shoulders up to the collar, I cannot answer.

87618. In Australia has there been any explicit declaration of rights in the matter; for example, has the right of a man to subsistence been acknowledged by law?—I am not aware that it has.

87619. Or the right to work? You seem practically to have replaced the right to subsistence by the right to work?—I am not aware whether it has been recognised by law, but it appears to be recognised by implication, in the arrangements I have just mentioned.

87620. I suppose you would have no objection to tell us about the birth rate?—That is a very wide question. I know something about the birth rate, but I do not know everything, and above all I have never seen the evidence which was taken by the Birth-Rate Commission; That evidence was never published, and it exists only in manuscript.

87621. Was any reason ever given for its not being published?—It was thought that it would do more harm than good.

87622. There is a general impression that the birth rate is falling in Australia?—It is rising again now.

87623. Can you tell us whether there is any alarm felt by Australia as a whole at the birth rate falling off and that in a new country, and consequently the possible decrease of population?—I do not know, but as a very costly Commission was appointed to inquire into it, I presume that somebody did feel alarm.

87624. Is the place filled at all by immigration into Australia at present?—You could get the exact figures, you know, from statistical returns with which the Agent-General could furnish you, but I cannot off-hand give the figures. I will therefore merely say that this increase by immigration does not amount to very much.

87625. You do not know anything about the emigration from Australia, do you?—That also is a matter of statistics which could be found in the proper reference

Government relief work not always profitable.

Question as to attractiveness of wages paid for State-provided work.

Supervision of relief workers, and question of "the right to work."

Question as to the birth rate, immigration and emigration.

book. There is always a certain amount of emigration, and a certain amount of immigration, and there is a balance which is always on the side of increase.

87626. Can you tell us anything about the age of marriage; is that later than it used to be?—No, I cannot answer any question on that subject.

87627. (*Mr. Phelps.*) Have you any relation to the public schools of the country?—I have no official relation at all.

87628. Do you inspect the public schools?—No; all that is managed by the Department of Public Instruction for itself.

87629. They have medical inspectors, have they?—They have two medical inspectors at present—a man and a woman, both medically qualified.

87630. Do you know anything about their *modus operandi*?—I do not. That branch of the work of the Department of Public Instruction is only now being developed. The two officers do not constitute all that is contemplated.

87631. Now with regard to the convalescents from the hospitals; have you any provision for them?—Yes.

87632. What is that?—There is a convalescent hospital about thirty miles from Sydney with about 180 beds. Then there is the Thomas Walker Convalescent Home, which is a private endowment, and with which the Government has nothing to do; I think they have eighty beds.

87633. Is the first of those a Government hospital?—No; it is supported by voluntary contributions—it was started voluntarily, and is subsidised as all the other places are.

87634. What is the machinery by which a patient passes into such a convalescent hospital?—If he is able to contribute towards his support he makes his application and is taken in in his turn; or the staff of the hospital in which he has lain ill recommends him. If he is not competent, then all admissions are through my office.

87635. Are you the judges whether he is competent or not?—Yes. When he makes his application, if he represents himself as not competent, some inquiry is made. He has been in hospital a good while, and his friends are known, and, in point of fact, he is not presented to me as a rule unless he is really unable to contribute.

87636. What machinery have you for conducting such investigations?—None.

87637. It is generally done outside your office, is it? You accept the certificate, I mean, that he is incompetent?—In these particular cases practically we do accept the recommendation of the hospital in which he has lain ill.

87638. You see my point—that the function is very different of deciding whether from the point of view of health he ought to go to a convalescent home, or whether he is able to maintain himself. What is the machinery by which the second point is established, that he is not able to maintain himself; how is that ascertained?—That is a matter for which, as I say, there is no machinery. There is nothing definite. I have given a great deal of consideration to that, and I do not really see how it is to be done, without such a staff of inspectors who can visit the homes of the people and make elaborate inquiries of employers, and so on, as really is impracticable.

87639. Is any distinction made in recommending people or sending them to the convalescent hospital, between those who can contribute and those who cannot?—No. If they are sent there they are all treated alike.

87640. I mean in the choosing of them to go; are they all sent without reference to the question, who would benefit by it?—No, they are not all sent. The selection can be done only by the committee of the convalescent hospital. But as everybody who goes there either pays for himself or is paid for by the Government, they have no occasion to select. I think broadly that is a fair statement.

87641. Then no distinction is drawn really?—That is the case.

87642. Have you any knowledge of the treatment of the wives and families of the people who are in these hospitals? Is any inquiry made into them, or have they any centre to which they can apply for assistance if they need it?—Certainly no inquiry is made.

87643. To whom would they apply—supposing the ordinary instance in which the breadwinner is removed through an accident, and has to undergo an operation?—There is a benevolent asylum of a slightly different kind from those which have been mentioned already. One of them does allow outdoor relief in money and in food, and I think that a woman who found herself destitute because her husband had broken his leg, would apply there. That, of course, only applies to Sydney, and perhaps to Newcastle, at any rate, only to the bigger cities. In the country I imagine they would apply, in fact I know they would apply, to neighbours, who would support them; or in default they would make known their case to the police. The police report to me when necessary—that is to say, if there were illness as well as destitution. I should inquire, and I should be obliged perhaps to take the children and send them to one place, and to take the mother and to send her to another place, or if there were difficulties in removing them, or if the cost of removal were greater than the cost of providing for them on the spot, then I should empower the police to give orders on the storekeeper for so much bread, meat, and so forth.

87644. Is there any limit to the powers which you have in that way?—There is no other limit than a possible inquiry by my minister as to the spending of too much money, or something of that kind.

87645. It is subject to audit then?—Yes.

87646. Unless the account calls for any very distinct notice, it would pass in the ordinary course, I take it?—Yes.

87647. Have you a fixed sum to distribute in this way?—Yes, I have. I have a Vote specially for the purpose.

87648. And that is the limit within which you can act, is it?—Yes. I should not like to overstep my Vote.

87649. Do you generally find that your expenditure is under the amount which is voted?—Yes.

87650. There is a fair margin?—Yes, always.

87651. That only applies to the country districts, I gather. Do you undertake the relief of people in the towns under those circumstances?—No, only of cases of illness which are specially brought to my notice.

87652. In the towns or in the country?—In the towns, no.

87653. There is a distinction in an Act, is there, or in an order, between the town and the country for that purpose?—There is no Act and there is no regulation.

87654. It is only by convention, then?—Only by convention.

87655. Supposing that the wife and the family in the town becomes destitute in this way, and the husband is not in the benevolent hospital you describe, what would be their course of action?—If they are deserted, do you mean?

87656. No; I am supposing the husband has gone into an ordinary State hospital?—That, I think, is what we have been talking about.

87657. In the town you say that there is a benevolent fund in one hospital which looks after such cases; is that benevolent fund sufficient to cover all the cases?—It is, so far as I know.

87658. You have not had any difficulty arising from want of funds?—No; I always have a margin. My estimate hitherto has always left a margin, and I am never hampered for want of money.

87659. But that is in the country, is it not, with the country cases?—No. There is no distinction, either by law or by regulation between the country and the town. The thing is that in the country, with the exception of the tramps, everybody is known to everybody else, and therefore relief is more easily forthcoming from neighbours.

87660. But supposing that a person in Sydney was destitute, under these circumstances how would their application come before you, would it be through the police?—Undoubtedly the police would first have cognisance of the case, and then the police would advise. In the one case they may say: "Go to that benevolent asylum for assistance in the way of outdoor relief; if you for their are allowed 7s. a week and some bread and meat, you will maintenance."

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3 Dec. 1907.

New South Wales.

Limit of powers to relieve family out of State funds.

Special vote granted for relief of families.

Vote has always been sufficient.

Extent to which State undertakes relief of families of sick persons.

Method of allocating destitute persons in Sydney to the particular Government Department

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be able to get along very well." And so in other cases. But if the case appears to be one in which the whole family must in some way be provided for in some institution, then it might come to my knowledge if there were sickness; but if there were no sickness, it would probably be brought to the notice of the Inspector-General of Charitable Institutions. I think that the point is that all our arrangements for the relief of destitution and of sickness are carried out by civil servants, who may not be departmentally co-ordinated, but who, nevertheless, all belong to the same service, and are therefore very much at each other's disposal. So that if a case comes to me with which I have nothing to do, I refer it to the officer whose proper business it is, and then that case I know is in course of being attended to and provided for.

Domiciliary relief left to charity; institutions relief a matter for the Government.

87661. The point on which I wanted your knowledge really is this: It seems, as far as I can gather, that where relief in these cases is given at the people's own homes it is, as a rule, left to charity, and where it is given in institutions it is a Government affair?—That is quite right.

87662. Is that a broad general line that could be drawn?—Yes.

Question as to sufficiency of charitable fund

87663. Do the charitable funds always suffice for that purpose?—I do not see how I could answer that question. That is a question for the Charity Organisation Secretary; it is not within the scope of my knowledge.

87664. You do not have cases come to you, the explanation being that the benevolent asylum you spoke of was not able to undertake them for lack of funds?—No.

Population, etc., of New South Wales.

87665. (Dr. Downes.) About what is the present population of the State?—Nearly 1,750,000.

87666. How many municipalities does it comprise?—The last time I sent out a Circular I think there were 184.

87667. All those would be more or less urban, would they?—Yes.

87668. What proportion, roughly, of the population would you consider to be urban?—I suppose I ought to know, but the fact is I am on a holiday, and I have not any books with me, and I do not remember. It is a large proportion, much larger than it should be in my opinion. If I can I will put in the figure when I revise my proof.

Government departments for public health and for insane.

87669. I gather that the Government has practically two medical services—the one, your Department of Public Health, and the other the department which deals with the insane?—Yes.

87670. And the two departments are distinct?—Totally.

87671. By the insane do you mean the certified insane?—Yes.

Feeble-minded cases under Inspector-General of Public Charities.

87672. Then there are borderland cases—what we call the feeble-minded, over here, and the epileptics, who are perhaps not yet certifiable; what would happen with regard to that class?—You would find them in the benevolent asylums—you would find them in the work-houses, just as you do here.

87673. That is to say, they would fall under your supervision?—No; they would fall under the supervision of the medical officers who are in charge of the benevolent asylums under the Inspector-General of Public Charities.

87674. The benevolent asylums fall under a different department to your own, then?—Totally.

87675. Are there not a number of sick in those benevolent asylums?—There are.

87676. Is it a considerable number?—Yes; it is probably a third of the total.

87677. That body of sick would not come within your purview?—Not at all.

Sick cases in benevolent asylums under Inspector-General of Charities, and relation of Department of Public Health to such cases.

87678. So that makes a third division of Government control of the sick?—Yes, as regards institutional control; but all matters touching medical officers, their appointment, efficiency, and advisability of adopting recommendations for better management of the medical business of the institutions are referred to me for my advice.

87679. Coming to your own department, you have to do with preventive medicine and also with curative medicine?—Yes.

87680. What staff have you in your department?—Staff attached to Department of Public Health.

87681. We will divide them and take the professional staff to begin with?—I have a permanent professional staff of about thirty; and the occasional assistance of about 150 police-surgeons in different country towns.

87682. Medical men?—Yes.

87683. And what is your general staff of assistants?—The permanent general staff, including everybody—the quarantine service, and the hospital—I suppose would be between 300 and 400.

87684. Taking your professional staff, do you divide them into a preventive and into a curative side, or do the duties overlap?—They are divided, as I mentioned, I think, some time ago. In my mind, and practically within my department, they are regarded as separate. They attend to their own business and their duties do not overlap.

87685. Do they undertake the actual treatment of the cases?—No, except in the Coast Hospital.

87686. Then who carries out the actual treatment in the various hospitals that you have mentioned? We will take first your general hospital in the metropolitan district; what side is in charge of that for treatment?—They have their resident medical superintendent, their house-surgeon and their house-physician, and ten or twelve residents who are the best passes of the year and who stay there for a year. Then there is what we call the honorary staff, that is, the senior visiting physicians and surgeons.

87687. Similar to our system over here?—Precisely.

87688. What control do you exercise over that in the way of treatment; do you inspect that hospital?—No, not at all. I beg your pardon if I seem to hesitate in my answers sometimes. The fact is that I do not inspect these hospitals at all, but if any difficulty arises between the hospital and the Government, then it is sure to be referred to me.

87689. Supposing there was a charge of malpractice against the staff of the hospital?—It would come to me. I should inquire into it, and I might recommend, in fact I have recommended, that a police magistrate should be appointed to hold an inquiry, with whom I should act as a sort of assessor on the special technical points.

87690. An inquiry on oath?—Yes.

87691. What expert assistance would be available to you, supposing it was a special surgical case, and there was a question of malpractice there?—Then I might, as I have done, recommend the Minister to seek the advice of the most competent surgeon, and to pay a special fee for that service.

87692. What would be the ordinary duties of the curative section of your professional staff?—Merely the allocation of the applicants to the institution most suited to their needs—no more.

87693. Then they do not undertake treatment, and they do not undertake inspection—am I right in that?—They do not undertake inspection. The police sometimes inform us that a person is lying unattended and destitute and ill, and unable to present himself at the admission depot. In that case one of the two medical officers who attend the admission depot will probably go out and visit that sick person and ascertain what is to be done for him; but if he lives at a great distance, or if other work is pressing, then I should probably give authority to call in some medical practitioner living in his neighbourhood, and ask him to inquire for me, and he would be paid a special fee.

87694. Is there any system of inspection of the hospitals in Sydney?—Inspection by whom, and of what?

87695. Inspection of hospitals; there are other hospitals besides the general one, I understand?—There are twenty hospitals in Sydney. I only mentioned those two general hospitals as being those which I utilised, and my own Coast Hospital of 350 beds. The answer is no.

87696. Would the same answer apply to hospitals of other municipalities in other districts?—Yes.

87697. Have you any out-door medical service, such as dispensaries, and things of that kind?—One city

Medical staff of Department of Public Health divided between preventive and curative work.

Medical staff of Sydney Hospital.

Question as to control by Department of Public Health over treatment cases in hospital.

Provision for special surgical operations.

Duties of medical staff attached to curative branch of Department of Public Health.

Question as to inspection of hospitals.

hospital has a sort of branch office in one neighbourhood, and another in another neighbourhood, which to some extent correspond with dispensaries. I do not think any other Hospital has any such branch.

87698. Not in the State you mean?—That is so.

87699. From what funds are those provided?—From the general funds of the hospital.

87700. It is part and parcel of the hospital, so to speak? Yes.

87701. In the allocation of the patients by your staff to the different institutions, do you ever have any trouble with an institution as to the reception, or retention, of the case that you happen to send there?—There is occasionally a little difference of opinion as to whether that hospital is the proper place to which to send that particular patient, but I hardly think that worth mentioning—it does not amount to anything of importance.

87702. Does it occasionally happen that a troublesome patient is not particularly favoured in this or that institution, and there is a tendency to get rid of him?—I do not think I ever heard of that in connection with a hospital, but no doubt there are extremely bad characters who are very much disliked at the benevolent asylums; and as the management has no legal power to punish, they naturally shirk admitting such persons if they can. But really the fact is they cannot shirk it.

87703. What prevents them from shirking it—your power of the subsidy?—No. Those I am speaking of are Government institutions. They have no power to shirk it. What prevents them is that the man though ill-conducted, actually is destitute and must be taken care of by the State; therefore they must admit him.

87704. What power could deal with them if they refused to admit the case, or discharged it improperly?—In a very bad case I suppose—I am now speaking rather in a general way—the Director of Public Asylums would inform the police, and the police might, if they saw fit, take the man up as having no visible means of support.

87705. Have persons who have become sick through their own fault, intemperance, or vice, the same claim to medical relief as the well-conducted?—Yes.

87706. Is there any classification?—In what institution?

87707. Between the vicious and the better class in all the institutions?—I think in the benevolent asylums such efforts at classifying are made as the means allow of being carried out. The point is recognised; I can say that. There are poor people who are not fit to associate with other poor people who are more respectable; and that is recognised.

87708. The point is recognised, but how far is it carried out?—I must reply again that I do not manage these places, and I cannot say. I do not know; but I am quite sure that is carried out as far as possible.

87709. You refer to "State children" in your last paragraph; what are the duties of your Department with regard to State children?—We may have to take

them into hospital. It may be that a boarded-out child is found to have been neglected, in which case we should furnish the expert evidence on that point. There are other little things of that kind, which do not carry with them any responsibility except for work done.

87710. Do you undertake any inspection of the boarded-out children?—I have nothing to do with them.

87711. Only if they come to require the medical aid of your Department; is that so?—If the State Children's Relief Board refer a case to me as being the controller of the expert medical opinion available to them, then I should furnish that opinion.

87712. (Miss Hill.) Do I gather that there is very little out-door medical attendance in New South Wales?—Yes.

87713. When out-door medical treatment is required, is it provided mainly from provident associations, do you think, or do the people pay small fees, or how do they get it?—Mainly by the friendly societies, and partly by the out-patients' departments of the hospitals.

87714. But you said those are very few, did you not?—No, I said that those two branch out-patient departments which I called dispensaries, rather for intelligibility, than because they are really dispensaries, were the only two that I was aware of; but anybody can visit the out-patient department at the main hospital itself.

87715. In fact a good many of the hospitals have an out-patient department, I take it?—Yes, I think all of them have.

87716. About the cost, was the difference between the £15 which you quoted and the £68, the difference between the Government grant, or the difference in the cost of the provision?—It was the difference in the annual cost per bed.

87717. Not the difference in the Government grant, but actually in the cost?—They were the totals.

87718. How do you account for that enormous difference?—A hospital is a very different place from a poor-house, where the majority of the people require only simple food, whereas in the hospital they require expensive drugs, expensive food, and expensive dressings. In short, a hospital is truly a very different place.

87719. In fact the one institution which corresponds to our workhouse is the cheaper institution; are the people there the chronically infirm?—They include the chronically infirm, but then the chronically infirm do not require hospital treatment in the same sense that a person in a general hospital requires treatment.

87720. (Mr. Bentham.) May I ask what is the amount of the vote which is voted by Parliament for your Department?—Speaking offhand, it was £80,000 for last year.

* There are three. The two mentioned are branch out-patient departments provided by Sydney Hospital, the third is provided by the Royal Alexandra Hospital for Sick Children.

Mr. WILLIAM MARSHALL, called; and Examined.

87721. (Chairman.) You are managing clerk in the employ of Messrs. Vickers, Sons & Maxim, Ltd., of the River Don Works, Sheffield, and have been so for the past thirty-six years?—I am managing clerk in the employ of Messrs. Vickers, Sons & Maxim, Ltd., and have been in their service for 36 years.

87722. You have prepared a Statement which we will treat as your Evidence-in-chief, if you will kindly hand it in?—Certainly. (The Witness handed in the following Statement):—

1. At their Sheffield Works Messrs Vickers Sons & Maxim carry on the business of steel manufacturers and electrical engineers, and manufacture guns, armour plates, projectiles, marine castings and forgings, railway tyres, locomotive cranks, engine and carriage axles and various

other classes of steel castings and forgings, electric motors, generators, etc.

2. About 4,400 men and boys are employed at weekly wages, and the total wage bill amounts to about £320,000 per annum.

3. I have had considerable experience of the Workmen's Compensation Act and deal with all claims for accident compensation. Since the Workmen's Compensation Act of 1897 came into operation, there has been a very marked increase in the number of accidents that have required surgical attendance, in proportion to the number of employees. Whereas during the eleven years, 1887 to 1897 inclusive, such casualties amounted to 6·15 per cent. of the number of men and boys employed, for the past attendance nine years, 1898 to 1906 inclusive, covering the period since the introduction of the Act.

Mr. John A. Thompson, M.D., D.P.H., M.R.C.S.

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New South Wales.

Paucity of outdoor medical attendance, and method of providing such attendance.

Hospital out-patient departments.

Comparative cost of treatment of chronic and of acute cases.

Amount of vote for Department of Public Health.

Mr. William Marshall.

Workmen's Compensation Act, 1897. Marked increase in number of accidents which have required surgical attendance since the introduction of the Act.

Mr. William Marshall. percentage of such casualties has risen to 14·55 per cent., as the following figures show :—

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Workmen's Compensation Act, 1897. Marked increase in number of accidents which have required surgical attendance since the introduction of the Act.	Year.	No. of Accident Cases requiring Surgical Attendance.	Average No. of Employees.	Percentage of Accidents to No. of Employees.
	1898	289	2,449	11·80 per cent.
	1899	470	3,292	14·27 "
	1900	598	3,868	15·46 "
	1901	650	4,612	14·09 "
	1902	535	4,080	13·11 "
	1903	387	3,204	12·08 "
	1904	467	3,152	14·81 "
	1905	637	3,805	16·74 "
	1906	739	4,338	17·03 "

In the foregoing statement no account has been taken of minor accidents which men have met with and who, after receiving attention in the works ambulance room, have returned to work and have not required surgical attendance.

Majority of accidents due to contributory negligence.

4. Careful inquiry is made into the cause of every accident, and my opinion is that the majority of accidents are due to contributory negligence on the part of the workmen.

Number of accidents more than doubled.

5. In our works every precaution is taken by the firm to prevent accidents, by the efficient guarding of all dangerous parts of machinery. Notwithstanding all efforts made in this direction, accidents have more than doubled since the introduction of the Workmen's Compensation Act.

Witness's firm do not insure under the Act.

6. Messrs. Vickers Sons & Maxim do not insure under the Compensation Act, but prefer to carry their own risks; by so doing it is considered better relationships are established between employer and employed. Injured workmen are liberally dealt with, and no reasonable claim for compensation is ever contested. A doctor is provided at the Company's expense to attend accident cases.

Medical examination of employees made a condition of employment

7. We frequently find that accidents occur to men whose physical state renders them specially liable to injury and prolongs the period of recovery. To protect ourselves from the responsibility of taking such men into our employ, about twelve months ago it was made a condition that all new men seeking employment should undergo a medical examination. Whilst this rule was in force it tended to raise the standard of physical fitness of the new men engaged, and prevented men from applying for work who knew they were physically unfit. During the ten weeks the examination was enforced, 286 men were examined, of whom fourteen were rejected as physically unfit. Of those rejected,

Six were suffering from inguinal hernia,
Three from bad varicose veins,
One from large varicocele,
One from varicose eczema of left leg,
One from old scars on left leg, of low vitality, and
Two from result of injury to eye, causing sight to be seriously affected.

Medical examination abandoned owing to opposition of trades unions.

8. The medical examination was abandoned on account of the strong opposition on the part of the trades unions. Some of the unions refused to allow their members to submit to the examination and of course such were not given employment. The grounds of their objections were :—

(a) That in their opinion it was a humiliating ordeal that men should be compelled to submit to a medical examination as a condition of being found employment.

Our opinion is that their real objection was :—

(b) That other firms would follow our example, and that medical examinations would become the general rule, with the result that large numbers of men would be thrown out of employment and become a burden on their benefit societies or on the rates.

9. There is no doubt that owing to the burden thrown upon employers by the Workmen's Compensation Act, the Act has largely conduced to the unemployment of workmen over middle age, because :—

(a) Such men are more liable to accident.

(b) Their recuperative powers are not so great as those of younger men, and consequently the period of their recovery from the results of an accident is prolonged, and employers have therefore more compensation to pay.

(c) Accidents frequently have more serious results in the case of men over middle age than similar accidents happening to younger men.

(d) The physical powers of old men are less than those of young men, and consequently their earning powers, from the employer's point of view, are reduced; but trades unions do not allow such men to work for less than the standard rates of wages.

(e) The Compensation Act does not allow special contracting out of the Act in particular cases of physical unfitness.

(f) Employers are averse to start new men over middle age after other employers have had the benefit of the best years of their lives.

10. We do not take into our employ men past middle age. In most instances the men would become physically unfit for their work after a comparatively short period of service. There would, in such cases, be only one of two alternatives to adopt, viz :—to discharge such men at a time of life when they would not be likely to get employment elsewhere, and we always have a strong aversion to adopt this course. The only other alternative would be to pension off such men before they had rendered service at all commensurate with such a responsibility. The result would be to encourage old men to seek a haven of refuge in our works. We do not discharge our old servants, nor those who have met with serious accidents whilst in our employ, such as the loss of an eye or a limb, if their conduct is satisfactory. Old and infirm men, who can do some work, are found light jobs suitable to their condition. Old servants who are past work are pensioned off, and in some cases their widows are allowed a pension. Each case is considered on its merits as it arises.

11. Unfortunately, whatever a man's earnings have been or whatever opportunities he has had for making provision for old age, we generally find when he is past work that, owing to thriftless habits, he has nothing to depend on beyond the pension allowed by the firm.

12. Workmen losing an eye or a limb as the result of an accident are paid a substantial sum for compensation, and suitable employment is found for them as soon as they are fit for work again. It is our usual practice to pay them the same rate of wages after the accident as they received before it.

13. The Compensation Act is responsible for the unemployment of others besides men past middle age. I refer to men who are known to be physically unsound, e.g., those who are epileptic, those afflicted with varicose veins, hernia, locomotor ataxia, men who have lost an eye or a limb, and others whose general physical condition may render them specially liable to accident.

14. For instance, many employers will not take a new man into their service who has lost the sight of one eye, because if they were to do so and the man got the other eye injured and became totally incapacitated, the employer might have to pay compensation at the rate of £1 per week for the remainder of the man's natural life, which might extend to thirty or forty years or more. No special contracting out is allowed, and employers dare not incur the risks involved in such cases.

87723. (Chairman.) There are 4,400 men and boys employed in Messrs. Vickers' works; what proportion would be skilled, and what proportion would be unskilled, should you say ?—About half would be skilled.

87724. I suppose that the work you are carrying on at Sheffield requires rather an abnormally large proportion of skilled men ?—That is so.

87725. Have you had very considerable experience of the working of the Workmen's Compensation Act ?—Yes.

Act has conduced to unemployment of workmen over middle age.

Workmen past middle age not taken into employment by witness firm.

Old servants and those injured in service no discharged.

Old-age pensions provided in firm.

Workmen generally thriftless.

Compensation and employment after accident.

Same rate of wage after accident as before.

Act has caused unemployment of men physically unsound.

Proportion of skilled to unskilled workers.

87726. I understand that the number of accidents has largely increased since that Act has been in operation?—That is so.

87727. The figures you give here, of course, relate to the old Act?—Yes.

87728. The number of accidents you think has doubled since the introduction of the Workmen's Compensation Act?—Yes.

87729. Was there not a limit put as to the time in which payment should be made; was it a fortnight?—Yes, a fortnight was the limit for compensation. A man had to be incapacitated for a fortnight before he was entitled to compensation; these figures do not relate to the number of men compensated, but to the number of accident cases requiring surgical attendance.

87730. In your view the majority of these accidents are due to contributory negligence on the part of the men?—Yes.

87731. You think that that has rather grown in consequence of the knowledge that there is this insurance?—Yes, and I think there is a tendency for the men to make the most of their accidents now, a greater tendency than there was, with a view to getting compensation.

87732. They also get compensation from their clubs?—That is so.

87733. So I suppose in some cases it comes to very nearly the full wage?—Many men are better off when they are laid aside by an accident than they are when they are working.

87734. I suppose their union or their club look into the matter, do they not?—Yes.

87735. It is to their interest to do so?—Certainly.

87736. Do they co-operate with the masters at all?—Not at all.

87737. It is to their interest to stop it?—Yes, to prevent any malingering.

87738. You found, insuring yourselves, that there were accidents occurring from people being, as you believed, not in a perfect state of health, and you started the principle of medical examination?—Yes.

87739. That seems to have met with very strong opposition?—Yes, on the part of the unions.

87740. Did the men object?—Through their unions they did.

87741. And the plea advanced was that it was humiliating?—That was so.

87742. Your opinion is that if medical examination become the general rule a considerable number of people would be thrown out of employment on account of their physical condition?—Yes; and as a natural consequence they would be thrown on their benefit societies, or on the rates.

87743. I presume some of the ailments which were reported were ailments which would become aggravated when the person was in employment?—Certainly.

87744. Putting all sentimental considerations on one side, it would be a great benefit if there was a thorough examination made on behalf of all employers, would it not?—We think it would be a good thing.

87745. There would be greater inducement for the men to look after their own health?—Yes.

87746. Was the result of the examinations at all a surprise to you?—No, not at all.

87747. You have no doubt that the Workmen's Compensation Act has tended rather to diminish the working age of the men of a certain time of life?—Certainly.

87748. Your practice would not be, I assume, to get rid of any men beyond middle age, but on the other hand you would be reluctant to take them on?—That is so; we do not discharge old men.

87749. So that if they once get discharged it is difficult for old men to get employment again?—Yes, very difficult.

87750. Do you think the working life of a man physically is now shorter than it was on account of the speeding-up of machinery and the greater work?—I do not think so.

87751. Yours is not the class of employment where the machinery is speeded-up very much, is it?—Certainly, we speed it up as far as lathes, planing machines, and other engineering tools are concerned.

87752. Do you think the standard of efficiency that is required from the men is rising?—Yes.

87753. If that is so, it follows that a good many of these low-grade casual labourers will find it difficult to get a place in modern industry?—That is so; it is the casual labourers, the unskilled workmen, that find it so difficult to get work.

87754. Have you got any absolutely unskilled men in your employ?—Yes, the general labourer we regard as unskilled.

87755. I suppose you want good physique?—Certainly, we require a good physique.

87756. In your business is it the practice now for the skilled man to bring the unskilled man with him, or does the foreman engage the unskilled men?—The foreman engages them, but of course we pay them all.

87757. You pay them individually?—Yes.

87758. Your work is not done on the contract system?—No.

87759. Have you ever been short of skilled men?—No.

87760. Is there always a surplus?—We generally find the supply is equal to the demand.

87761. Is there much surplus of unskilled labour?—Yes.

87762. Do you think that is on the increase?—I think so at the present time.

87763. The Workmen's Compensation Act has prevented you from taking into your employ persons who might be ordinarily healthy, but subject to fits, or anything of that kind?—Yes.

87764. Have you any one-eyed men now in your employ?—Yes, men who have been injured with us, we do not discharge them, and also men who were in our employ previous to the Compensation Act coming into operation; we did not discharge them. We never discharge an injured man so long as his conduct is satisfactory.

87765. You insure yourselves. Do you put a regular sum, a certain premium, every year on one side without making any allowances for any one-eyed men or anything?—No, we pay the claims as they fall due.

87766. It is alleged sometimes that those who do not insure themselves, but insure through a company, have their premiums raised if they take on middle-aged men. Have you ever heard anything of that kind?—I believe as a fact that insurance companies, if they find the premium that any firm is paying is not remunerative to them, do raise their premium.

87767. It is an annual contract?—Yes; but we have never had any experience, because we have never insured.

87768. You have never heard the conditions laid down?—No.

87769. It would be done in the way you suggest?—Yes.

87770. The premium would be raised?—That is so.

87771. Have you been many years in Sheffield?—All my life.

87772. Taking the skilled workmen, should you say that their condition, and the general conditions surrounding them now, are better than they were, say twenty years back?—Yes, certainly; the standard of living is higher.

87773. Taking the lower class unskilled labour, should you think their position is improved?—Certainly.

87774. Taking the very lowest grade?—The condition of labour altogether has improved.

87775. As regards the residuum, is there much of that class in Sheffield, the residuum of labour that subsists on casual jobs?—Yes.

87776. Should you say that that class had increased of recent years?—No, because employment has been

Mr. William Marshall.

3 Dec. 1907.

Standard of efficiency required is rising.

Good physique required in unskilled labourer. No work done on contract system.

No shortage of skilled labour.

Increasing surplus of unskilled labour.

Unemployment of physically unfit.

System of insurance.

Increased rate of insurance to cover men of middle age.

Condition of labour in Sheffield improved in past twenty years.

Casual labour not increased in Sheffield.

Mr. William Marshall.

3 Dec. 1907.

Female employment.

Boy labour.

Apprentices.

Number of apprentices limited by some trades unions.

Conditions of labour under witness's firm.

Difference between apprentice and pupil.

very good in Sheffield for some years (although it is falling off now), so that most men have been able to get employment.

87777. I suppose there is a good deal of female employment, is there not?—Yes, in the lighter branches, in the silver trade

87778. Is there much boy labour?—Yes.

87779. Do you take apprentices?—Yes.

87780. Is there a limit on the number you may take?—No, although some of the trade unions limit the number of apprentices; in those trades, of course, we do not exceed the limits allowed by the unions.

87781. Do the apprentices that you take stop on with you, or do they leave?—After they reach manhood they generally stay.

87782. I suppose there is a considerable variation between the wage at which any boy or man enters your firm and that which by good conduct he can attain after several years?—Yes.

87783. Do they work in certain branches, or are they transferable at all?—As a rule the ordinary apprentice remains in the department in which he serves his apprenticeship, but the pupil does not.

87784. If a man stops on at that department is there much variation of the wages in the one department, are there many grades of payment in one department?—No, there is generally a standard rate for each trade; but men of superior skill are usually paid more than the standard rates.

87785. When would a man in Messrs. Vickers get to his maximum normally?—Generally the trades unions require their members to get the standard rate of wages when they are twenty-three.

87786. What I rather want to get at is: are there any prospects now in Messrs. Vickers' business of a man improving his position?—Certainly.

87787. In what way, by becoming foreman?—We make our foremen from our journeymen, generally speaking.

87788. Is that a large class at all?—No, it is not a large class necessarily, but we may have 100 foremen.

87789. I suppose they are well paid?—Yes.

87790. What do they get?—From £3 a week up to £500 a year.

87791. You have no lack at all of skilled employees?—None at all.

87792. (Sir Samuel Provis.) You, I think, say that you consider the middle-aged men are more liable to accidents than the younger ones. We have had some conflicting evidence upon that point; are you clear upon that?—Yes.

87793. It has been suggested to us that sometimes young men are more careless than older ones, and that makes them liable to accidents?—I quite agree with that, too; the younger men are as a rule more careless, but still you have to select the work very often for the old men in the heavy industries. The evidence you have had may apply to the lighter industries, but in the heavy industries, such as ours, there is a good deal of work it is not fair to put an old man to because he is physically unfit, and you have to select his work. Again, you could not send an old man up to work on scaffolding or roofs, because he would be liable to become dizzy and fall and injure himself. Then, again, they are not so alert and active in getting out of the way of possible danger as a young man is.

87794. So that the balance of your view is clear that it is the older men who are more liable to accidents?—They are—in my opinion.

87795. I see you give pensions to your men?—Yes.

87796. You require, I suppose, that they should have served with you a certain time?—Yes. We place no limit; but of course, we should not think of pensioning a man off if he had only been with us three or four years.

87797. Do you have a fixed age?—No.

87798. You deal with each case on its merits?—Yes.

87799. Not in accordance with any fixed scale or rule?—Not at all. If a man's health fails, and he has been with us a reasonable length of time, and he has been a good servant, we should pension him off.

87800. Do you take into account at all whether he has given evidence of thrift?—We should always be more prepared to assist such a man more liberally than we should a thriftless man.

87801. You take into account something beyond his actual work?—Certainly.

87802. His character?—Yes, and we always make enquiries as to the man's circumstances before pensioning him.

87803. It is an act of grace on your part to give a pension?—Quite so.

87804. He has no right to it?—No.

87805. (Miss Hill.) Of course, you would say the Compensation Acts on the whole have been very beneficial?—To the workman, certainly.

87806. At the same time one is sorry that the less physically fit should not be able to be employed for what they are worth?—That is so.

87807. Have you ever thought of any plan by which the actual discharge might be avoided, some difference either in the rate of wages or the rate of insurance?—I think if there was a provision in the Compensation Act to enable men after reaching fifty, to contract out of the Act, and to enable employers to contract out of the Act, it would be beneficial to the older men; they would frequently get employment where now they are refused.

87808. How would the trade unions look on that, do you think?—They would not like it, or I think not. I think also if the trade unions on their part would allow elderly men to work for less than what is the recognised standard of wages, their members would be employed who are now refused employment.

87809. Is there any movement amongst them, do you know, to bring about such an arrangement on the part of the trade unions?—I know of no movement.

87810. Do you know of any proposition on the part of insurance companies to take these handicapped men at a higher premium?—No.

87811. Would that be a possible arrangement; do you think those people should pay a higher premium for such members of their staff?—The burden of paying the higher premium would fall on the employers, and I do not think they would be willing to accept the responsibility.

87812. (Mrs. Bosanquet.) What do the men earn in your works?—It depends entirely upon the work; we have so many classes of labour. Taking our men and boys all round they average nearly 30s. a week. Of course, some men will earn their £4, £5 and £6 a week; but for the average of skilled men, a turner or a fitter, the standard rate now is 39s. a week for fifty-three hours. Of course, they work overtime as well, and many of them work piece-work, so that their earnings are considerably in excess of the 39s.

87813. What is the average unskilled wage?—Their rate is a guinea a week.

87814. I see you say you very seldom find that any have made any provision?—That is so, unfortunately.

87815. You have no contributory scheme of pensions?—No, we give them the pensions ourselves.

87816. What sort of amount do you give for a pension?—That depends upon the services a man has rendered, and also upon his circumstances, and also upon whether we consider he has made good use of his opportunities of thrift. Our average pension will come to about 12s. a week. Some we give £1 a week to, and some 30s. In the case of a foreman we have given three-fourths of his salary.

87817. Do you know whether any of your pensioners are in receipt of Poor Law relief?—I do not; although one of our pensioners died in the workhouse hospital a few days ago I think he was only there for just the last few days owing to his condition. The medical officer thought it was advisable for him to be removed.

87818. Should you have any objection to that?—Our object in giving them a pension is so that they shall not become chargeable to the Poor Law.

87819. Do you work much overtime?—A great deal.

Increased liability to accident after middle age in heavy industries.

Pensions to employees.

Compensation Acts beneficial to workman

Suggested provision of contract out after fifty.

Probable objection of trades unions.

Insurance of men over fifty

Rate of wages.

Absence of thrift.

Pensions.

Overtime

87820. Is that avoidable or is it necessary?—Necessary; we always avoid overtime where we can. We have to pay higher rates for men working overtime than we pay for their ordinary time.

87821. Do the unions raise any objections to overtime?—I think officially they profess to do so; they rather object to overtime, but the men like it, and are disappointed if they do not get it.

87822. So practically they connive at it?—Yes.

87823. What would be the alternative to overtime, to put on more shifts, or what?—We should have to employ more labour.

87824. And that would mean that you employed a certain amount of casual labour?—You could not employ casual labour to do skilled work.

87825. Occasional labour?—Yes.

87826. Do you have slack seasons in which you turn off a certain number of your hands?—No; our employment is very regular, and has been for a great number of years, but we are not as busy now as we have been.

87827. So that you never turn off any hands?—We do not always work at the same standard, but generally speaking our employment is very regular, and it is very rarely indeed that we have to discharge men through slackness in trade.

87828. Supposing there were slackness, which would you do, discharge men or work short time?—We prefer to work short time; it is better for the men, and that is what we do.

87829. That keeps your men together?—That keeps the men together, and also prevents them from becoming chargeable to their unions or to the Poor Law authorities.

87830. Have you any experience of employing old soldiers or sailors?—Yes, we employ a great number of discharged soldiers.

87831. In what capacity?—Unfortunately, my experience goes to show that time-expired soldiers are nearly all of the labouring class—unskilled labourers. Very rarely we come across a discharged soldier who has a trade at his finger ends, so that he can only take employment as a labourer. We employ them as commissionaires, and messengers and general labourers in the works.

87832. Do they make good labourers?—Some do. Unfortunately we find that a great number of them do not like work. What they ask for generally is light employment.

87833. Do you find that that applies to the sailors?—No, a sailor as a rule we find a much more handy man than a soldier. He can turn his hand to many things that a soldier cannot.

87834. Has he the same taste for light employment?—No, a sailor as a rule will work harder than a soldier.

87835. I find a great difficulty in accepting what we have heard from a great number of people that men will voluntarily incur accidents for the sake of getting compensation, but you have no doubt about that?—That they will voluntarily incur accidents?

87836. Yes?—I do not think so; occasionally you come across such a man, but not as a rule.

87837. Still the number of accidents has gone up very much?—I think that is largely owing to the increased carelessness on the part of the men through their knowledge that they are insured.

87838. You distinguish between being careless and doing it voluntarily?—Yes; perhaps unconsciously they are negligent. I should call it wilful if a man deliberately injured himself. That would be serious and wilful misconduct, and if we can prove that a man gets injured through his own serious and wilful misconduct he would get no compensation; we have had such cases.

87839. It seems a very difficult line to draw when contributory negligence increases the number of accidents by as many again?—That is so; it is a very difficult matter to prove serious and wilful misconduct. You can often prove contributory negligence, and in those cases, of course, the man is entitled to his compensation; but if you can prove serious and wilful misconduct he is not entitled to compensation.

87840. (Mr. Phelps.) Do many of your workmen begin working with you at an early age?—A great number.

87841. Do they go through an apprenticeship?—We have had generation after generation of the same family.

87842. And they have stayed with you all their life?—They have stayed with us forty or fifty years or more.

87843. Do they go through an apprenticeship?—Generally speaking, yes.

87844. A regular indentured apprenticeship?—Not indentured; the indentured apprenticeship is dying out.

87845. A private contract?—Yes. When a boy enters our employment as an apprentice, although he is not indentured we should not discharge him.

87846. That is to say you regard the contract as binding in that sense?—Yes; that is, so long as he conducts himself properly, and shows reasonable improvement and efficiency in his work.

87847. But the old form of legal apprenticeship is dying out, you say?—Yes.

87848. Do you happen to know whether in Sheffield there are many charities devoted to keeping it alive?—No, I do not know of any.

87849. Have you any rules with regard to the number of apprentices a man may have?—No.

87850. Do the trade unions make any rules?—In some trades they do.

87851. Do they in yours?—In some branches. For instance, in our foundry department we are limited in the number of apprentices.

87852. But not as a general rule?—No.

87853. What sort of average number would they take?—In the foundry, I think, the trade union allows apprentices to the extent of 33½ per cent. of the number of skilled journeymen employed.

87854. That means wherever you have 100 workmen employed you may have thirty-three apprentices working with them?—Yes.

87855. What sort of period is the length of the apprenticeship?—As a rule the boy starts at thirteen or fourteen, more frequently thirteen because the parents are anxious to get the boy earning something, and their apprenticeship ceases when they are twenty-one.

87857. It is seven or eight years practically?—Yes.

87856. Do you encourage boys to come to you at thirteen?—No, we would rather they stayed at school.

87858. Do you think there is much that would be useful to them for the purpose of your works that they could learn at school?—In the evening classes, yes; and we give encouragement to our apprentices to attend evening classes. We give every apprentice who passes the annual examination in connection with the evening school an extra shilling per week in his wages for each subject that he passes up to three subjects, and also we refund his class fees providing he has made 75 per cent. or more attendances and presents himself for examination, whether he passes the examination or not.

87859. You encourage them in every way to attend the evening classes?—Yes, and we give them facilities for attending those classes.

87860. Do you find that their day's work is sufficiently exacting to make it rather difficult for them to profit by the evening classes?—No.

87861. They are not too tired at the end of a day's work?—No. If they are not attending the evening classes they get into mischief, because they very often have no resources, and are without interests to occupy their minds, and they are therefore better at school.

87862. What I want to put really is this: Do you think that that is better for them than that they should remain a year more at school, and that part of their training at school should be of a general technical character?—Yes; for I do not think the average boy who has had no workshop experience, appreciates the value of a technical education as much as one with some practical experience in the shops; therefore, in my opinion, it is better for a youth to attend evening classes. I think it would also be a good thing to raise the age limit for leaving school.

Mr. William Marshall. 87863. You do think that?—Yes; and I still think it is advisable that they should attend evening classes.

3 Dec. 1907. 87864. Is Sheffield well provided with technical schools?—Yes.

Technical schools in Sheffield. 87865. What kind of technical schools are they?—There is a technical school in connection with our university, and there are evening schools in connection with nearly all the council schools.

87866. Are they taught there the details of particular crafts, or the general sub-stratum of all crafts?—They can take almost any subject that would help them in their future career: metallurgical subjects, iron and steel and engineering subjects, machine construction and drawing, and many others besides.

87867. Have they machinery enough in the technical schools to produce a man who wanted to be a fitter?—Yes, they have.

87868. On the whole do you think the system is working well?—Yes, very well.

Effect on intelligence and character of evening schools. 87869. Do you think the standard of intelligence of that kind is rising in Sheffield?—Yes.

87870. Do you think they have a distinct effect on the character of the working classes?—Yes, I do.

87871. Could you say the same with regard to the general character of the workmen? Do you think the moral standard in the widest sense is higher now than it was?—I do.

87872. You have less difficulty from intemperance?—Yes, the men are much more temperate than they were a number of years ago.

87873. I suppose you get really a very picked set of men in your works, do you not?—Of course, we choose the best men we can get.

87874. I can quite fancy they prefer to come to you if they get the chance?—Certainly, we can command the best labour.

Small employers in Sheffield. 87875. Have you many small employers in Sheffield?—Yes.

87876. Do you think the same is true with regard to them and their workmen?—I am not in a position to speak about the small employers. It is very rarely I come in contact with them.

87877. (*Professor Smart.*) Does your firm take on a number of people for a special job, and then pay them off when the job is done?—No.

87878. You work always by shifts?—Yes.

87879. Have you any casual labour at all?—Of course, we do at times engage men temporarily. Supposing we are erecting a building, we may have to engage a number of labourers, also bricklayers and masons; and when that work is finished we discharge them; but for the ordinary purposes of our trade we do not take men on as temporary hands.

87880. Even for that you usually take on the met for some weeks at a time?—We should not specify the time. If a man has been taken into our employ as a temporary hand and he remains in our employ three months he is considered a permanent man except in the building trade, and in one or two other trades where the trade union laws or rules regulate the terms of employment.

Unapprenticed boy labour. 87881. Do you employ boys apart from apprenticeship altogether?—Yes.

Industrial training. 87882. What is the future of those boys?—We generally try to put them to some useful trade ultimately; although they may start with unskilled labour, if we find they apply themselves, and are suitable, we draft them, and endeavour to put something useful into their hands.

87883. You practically try to turn them into apprentices?—That is so.

No female labour. 87884. Do you employ women at all?—No.

Average wage of unskilled labour. 87885. I did not catch what you said was the wage of unskilled labourers in your place?—A guinea a week as a rule.

87886. Is that not above the average of the district?—Yes.

87887. Would you object to a compulsory minimum wage of a guinea a week?—We have no men at less than a guinea.

87888. A compulsory minimum wage of 21s. would not do you any harm, then?—No.

87889. You do not favour overtime?—No, we try to reduce the overtime as much as possible. Objection to overtime.

87890. Is that on account of a moral objection to overtime or on account of the expense?—It is partly on account of the expense.

87891. The gain of running your machinery longer might be so great?—We think that after a man has worked say nine-and-a-half hours a day his physical powers are pretty well exhausted. Limit of physical endurance.

87892. You do not work on shifts at all?—Yes, we work night and day. The day men come on at six in the morning and leave at five at night; the night men come on at five at night and leave at six next morning. Work in shifts.

87893. You never stop your engines?—Yes, they stop for meal hours; half-an-hour for breakfast and an hour for dinner. Break for meal-times.

87894. (*Mr. Phelps.*) Do the night people have a break in that way?—Yes, just in the same way.

87895. (*Professor Smart.*) You could not do without night work, I suppose?—No. Night work necessary.

87896. A Sheffield employer has said it becomes increasingly difficult to find skilled men to carry on manufacturing; that is not your experience?—No, we have not found it so. Supply of skilled labour.

87897. You can always get as many skilled men as you want?—We always have done hitherto.

87898. You think that you always get the pick of the men at all times?—I think we get better than the average, because the men who come to us get regular employment, not intermittent and irregular.

87899. (*Mr. Bentham.*) I do not quite understand to what you attribute this increase in accidents of a major kind during the last ten years?—The percentage of accidents, do you mean? Increase in accidents due partly to increased carelessness of men.

87900. Yes?—I think it is largely due to the increased carelessness of the men; they know now that they are insured; if they are disabled they get their compensation, and I think it tends to make the men more careless; and I also believe that there is a tendency on the part of the men to make the most of their accidents now that they are insured, and perhaps they seek surgical attendance in many cases now where formerly the man would get attended to and return to his work. owing to knowledge of insurance and partly to larger proportion of machinery to men employed.

87901. Would not the increased facilities which there are now in modern workshops for moving things about, and the increased caution that is taken to guard machinery, compensate very largely for the increase of carelessness?—I do not think so; I think the carelessness has been on the increase.

87902. You think it is the knowledge of the insurance?—I think it is largely due to that; although there is another cause, and that is, we have increased our machinery in proportion to the number of men as compared with what it was before.

87903. There is an increased liability to accident?—Yes, certainly.

87904. Do you think the fact that you give old age pensions at all induces people to seek employment with you? Do they exercise so much forethought?—I do not think they do. I think it is generally recognised we are good employers, and men are always ready to come to us; and the conditions of employment with us are very good, or we believe so. Old-age pensions.

87905. You do not take habits into consideration in granting a pension?—We do to some extent. I think I said that we should always be more ready to consider more favourably the case of a man who had been thrifty than the case of a man who had thrown his opportunities away. Habits and thrift considered in granting old-age pensions.

87906. You say in Paragraph 11 that you generally find when a man is past work that owing to thriftless habits he has nothing to depend upon beyond the pension allowed by the firm?—That is so. In many of these pension cases that we have now, if the men had shown

a greater tendency to thrifty habits we should probably have been more liberal in giving them a pension than we have been.

Decrease in drunkenness. 87907. Do you find that drunkenness is on the decrease? —Yes, I think it is on the decrease.

87908. There is less broken time for drunkenness than there was?—Certainly.

Increase in gambling. 87909. (*Miss Hill.*) What about gambling, is that on the increase?—I believe so.

Increase in number of accidents brought about by carelessness, increase of machinery, at more frequent application for surgical attendance. 87910. (*Mrs. Webb.*) Assuming for a moment that you are quite correct in saying that an increased number of accidents has been brought about by carelessness, what is your practical suggestion? You would not repeal the Workmen's Compensation Act?—No.

87911. Your suggestion of increased carelessness is a great indictment of it? How would you practically prevent it?—It is a very difficult matter to know how to deal with it. I think perhaps one of the best ways to deal with it is to make an example of some of these men and discharge them, and let it be known why you have discharged them. I think it would have a good moral effect.

87912. You would have to pay them their compensation?—Certainly.

87913. With regard to these figures, you have suggested two other reasons besides increased carelessness; one was the increase of machinery and the other was an increased application for surgical attendance quite apart from the increase of accidents?—Yes, I think so.

87914. Is it not possible that increased application for surgical attendance, because they think it will help them to get compensation, may be the principal cause of this increase of numbers rather than the increased carelessness?—I do not think so.

87915. You have no means of discovering the actual cause of the increased number of applications for surgical treatment?—The cause of every accident that occurs is carefully enquired into, and it is really astonishing to see the number of accidents that might have been prevented by a little forethought and more care on the part of the injured man.

87916. Before the Workmen's Compensation Act you did not make those careful enquiries, did you?—Yes, we did; we used to make the same inquiry then as we do now.

87917. Supposing a man had a little accident and did not apply for surgical treatment, but went home and was treated, and came back to his work, you would not be much the wiser?—If it did not necessitate him absenting himself from work.

87918. It may be that many of these accidents which now appear in the 739 were of that nature before the Workmen's Compensation Act?—Possibly, to some extent.

87919. So that that might increase that figure?—To some extent.

Positive increase in carelessness. 87920. On the whole you think that there is a positive increase in carelessness?—I do, certainly.

Dismissal only remedy for carelessness. 87921. You do not see any practical way of dealing with it except dismissal?—No, we are continually pointing it out to them; we are continually speaking to the men about being more careful; and when a man is seen to be doing a thing which is careless he is spoken to and advised to be more careful. Sometimes when an accident happens to a man through his own carelessness, we make him pay the doctor's bill.

87922. You do not think firms are likely to adopt the course of dismissing these people?—We are loth to do that, it is a very extreme measure to dismiss them.

87923. You have no other suggestion to make?—No.

87924. You do not want the Act repealed?—No; but it might be revised with advantage.

87925. You think it is a good thing on the whole?—Yes, I think it is quite right that a person should be compensated if he meets with an injury during his employment.

Number of elderly men engaged less than before the Act. 87926. With regard to the other question of throwing out elderly men, I do not gather you have actually decreased the amount of labour or employment through the Workmen's Compensation Act?—Of elderly men.

87927. No, of all men? Your employment has not decreased?—No, because our works have increased. *Mr. William Marshall.*

87928. If by the Workmen's Compensation Act you have been induced not to employ elderly men whom you otherwise would have employed, you must have employed some younger men whom you otherwise would not have employed?—Certainly, that is so. *Dec. 1907.*

87929. So the effect of the Workmen's Compensation Act all through the Kingdom would have been to increase the employment of men between twenty and forty years of age?—Yes, preference would be given to them. *Effect of the Act to increase employment of men between twenty and forty years of age.*

87930. Therefore there will have been more of that class employed through the Workmen's Compensation Act?—Yes.

87931. That must be so, must it not?—Yes, certainly.

87932. We are met with the difficulty that a large majority of the applicants of the distress committees are under forty, therefore it is a positive advantage that the Workmen's Compensation Act should have increased the employment of those younger men, is it not?—Yes.

87933. Would you not say on the whole, if there was a young man between twenty and forty unemployed and an older man over forty-five unemployed, it was more desirable in the public interest that the younger man should be employed?—Certainly, we should give preference to the younger man.

87934. And therefore the action of the Workmen's Compensation Act in leading to the greater employment of younger men has not been wholly harmful?—No.

87935. I am met with a real practical difficulty: from watching workmen it seems to me that there is a greater amount of deterioration of character if a young man between twenty and forty is unemployed than if a man over forty-five is unemployed?—Certainly. *Effect of unemployment on character greater in case of young than old.*

87936. Then the effect of the Workmen's Compensation Act, regarded from a large public point of view, has been good if it has led to the greater employment of the younger men?—Rather than that they should remain idle?

87937. Yes?—Certainly.

87938. That is to say, if we had to choose between giving employment to young men between twenty and forty and giving it to an older man over forty-five, we should prefer in the public interest to employ the younger men?—Yes.

87939. Therefore on the whole this change in the incidence of employment is a good thing?—To employ the young men, certainly.

87940. (*Mr. Lansbury.*) I understand you think there should be power for old men to contract out of the Compensation Act?—Yes, I think facilities should be given. *Suggested power for older men to contract out of Act.*

87941. What do you propose should happen to them if they met with accidents?—Of course, it would be a matter of grace on the part of the employer then if he compensated him.

87942. Supposing the employer was not so generous as your firm are?—It would be a most unfortunate thing for the elderly man.

87943. Do you not think the balance of good is to leave it as it is, and not contract out, and simply take the average all over the country? We cannot take the best employer and judge all the others by him. The ordinary employer, if it is left to his grace, would probably give nothing, or something that would just allow the man and his family to starve?—I do not know. I think it would be better if certain powers to contract out of the Act were given.

87944. It must be that he will be in a worse position than he would be legally?—Yes; but he would get employment where otherwise he has to remain idle now.

87945. I want to stick to the point about the accident, for a minute. The reason I understand he is not employed is that he is more liable to meet with an accident than a younger man or a man more physically strong?—That is one reason. *Unemployment of older men due in part to operation of Act and in part to smaller power of production.*

87946. Is not the real reason that all of us want to employ the people who are more alert and physically strong?—That is so.

Mr. William Marshall. 87947. Is that not the root of the thing?—It is not altogether owing to the action of the Compensation Act, and the greater liability of an old man to an accident; it is because a man when he gets on into years is not so alert and active, and his powers of production are not so good as those of a younger man probably twenty years younger.

87948. Have you ever enquired what would be the extra rate to insure them?—We do not enquire into the rates of insurance.

87949. You insure your own men?—We take our own risks.

87950. Have you ever thought what the extra risk would be?—No.

87951. So that it is rather a negligible quantity with you?—That is so.

Pensioners. 87952. How many workmen pensioners have you?—At the present time we have, I think, about forty who do not work at all; but then we have a very considerable number of men who can do some sort of work, some very light work, sweeping up, and keeping the shops clean. If they are able to do that we give them employment, but they are really to all intents and purposes pensioners.

87953. You really do not clear them off, but you just find them odd jobs?—That is so.

87954. And keep them going because of that?—Yes.

87955. There is no objection on the part of the trade unions to your doing that, is there?—No, they are very glad.

Provision against old age. 87956. In considering the men who make provision, I understand you employ a good number of skilled men?—That is so.

87957. Are they mainly in trade unions?—Most of them are in trade unions.

87958. They would all be providing, in some sort of way, for their old age?—That is so.

87959. So that a large percentage of your men do make what provision they can?—They make provision to that extent.

87960. Then these other men who do not make provision, the unskilled man, has not much chance, has he, provision on a a guinea a week?—Not to make provision. Of course they make a good deal of overtime and many of the unskilled men earn a good deal more than a guinea a week.

87961. There would be a percentage who would not earn more?—That is so.

87962. The general point I want to ask you is whether you think, on the whole, the men and their wives do make as good use of their money as they can?—I do not think so. In a great number of cases they do not.

87963. The average man and his family?—I should say the average man is thriftless.

87964. Thriftless in what respect?—In spending his money on pleasure.

87965. We all spend some money on pleasure?—Yes, but out of proportion to his income; and so many of them gamble. I think generally very often their habits are thriftless.

87966. Your skilled man belongs to his union—does he not?—That is so, generally speaking.

87967. And provides for out-of-work pay?—Yes.

87968. He provides for strike pay?—Yes.

87969. He provides, as a rule, for a small pension in old age from his union; your engineers and fitters would, certainly?—Yes.

87970. Do you not think that that shows a certain amount of thrift?—That is so.

87961. I suppose some of them belong to friendly societies, too, apart from that?—Yes.

87972. Do you not think it rather follows, then, on the average they are thrifty?—A great number of them do make provision, but on the other hand there is a great number who do not make any provision; they live from day to day.

87973. You have told us you think they are getting more sober?—Certainly. *Increase in sobriety.*

87974. Do you think gambling, which you have given us as another evil, is very much on the increase?—I do. *Increase in gambling.*

Mr. HARRY RUSSELL MAYNARD, re-called; and further Examined.

Mr. Harry Russell Maynard. 87975. (*Mr. Lansbury.*) In paragraph 59 (viii.) of your Statement you put forward a scheme for paying rather according to results: "A minimum remuneration sufficient for proper maintenance must be guaranteed to all employed. This maintenance might be in kind or family payments, and any extra piecework payment in cash. The extra payments should not be introduced until sufficient time has elapsed to allow those unused to the work, or physically run down, to acquire a fair amount of skill." Is it a fact that a number of the men who came to work, both for the London Unemployed Fund and the Central Body, were men who physically were run down and weak?—Yes, it is a fact.

87976. Therefore the extra cost of these works would, to some extent, be accounted for by the fact that the men really had to be built up physically before they were competent to do the work at all?—Certainly.

Employment of paupers under Central Body. 87977. I do not know whether you can answer this, but would it be true to say that any large percentage of the men who got work under the Central Body were really of the pauper class, that is to say, were people who belonged to the class who always go to the Poor Law?—I have no means of judging from observation of the men. I have had very rare opportunities, but the enquiries ought to have kept out men who were always going to the Poor Law if they were properly carried out; that was one of the disqualifications.

87978. You had a classification committee?—Yes.

87979. Both under the Unemployed Fund and under the Central Body?—Yes.

87980. And this classification committee, apart from the distress committee, examined the record papers, I understand?—Only under the Central Body, not under the Unemployed Fund.

87981. Under the Central Body they examined the record papers, and they would not have allowed any large number of men to slip through in that sort of way, would they?—Not on the face of the record papers.

87982. Do you think it would have been possible for any large number of the pauper class to have got

through?—No, I should not think so; it would have required very great carelessness, or else collusion on the part of the persons dealing with it.

87983. It would have necessitated connivance between the investigators, the committee and the clerk of the guardians?—Yes.

87984. The arrangement as laid down by the Central Body was that the men appeared before the sub-committee of the distress committee, and were orally examined, besides having the record papers?—The Unemployed Fund held that up as a principle; I do not know that it was always carried out; I do not know that the Central Body ever laid it down.

87985. Do you know whether it was the custom to do that?—It was done by the smaller committees under the Unemployed Fund, but I cannot remember how far it was done generally.

87986. You do not know whether it was done under the Central Body?—No. The distress committees were governed by the Local Government Board regulations, and the Central Body had to be careful about adding to them.

87987. Exactly. Perhaps we can get that from somebody else. Do you know whether many of the men who did come for work were men who had previously been employed by the borough councils throughout London?—That was fairly common; it was often given as the last employment. I noticed that a good deal under the Mansion House Committee, where I was in closer touch with the local work. *Employment under Central Body of men previously employed by borough councils.*

87988. So that, although we had set up a new organisation, the men we were dealing with were to a large extent men whom the municipalities and borough councils and other public authorities had been dealing with in previous years?—Yes, in districts where the local authorities had been doing anything on a large scale at all.

87989. You say that at Hollesley the easier conditions made it rather more attractive than, say, Farnbridge or Osea Island?—I admit that is hearsay. *Comparison of conditions at Labour colonies.*

87990. You cannot put your finger quite on what it means, can you?—I have been told that men who have been to Hollesley express less objection to the colony system than men who went to Farnbridge.

87991. Might that not be because the shelter was better and the evening arrangements were better?—Yes, I should include all those under easier conditions.

87992. The point I want to get at is, would you say that a man was not expected to work so hard at Hollesley as he would at Garden City, say?—I have heard that the men at Hollesley were not so strictly supervised in many of the departments; they were left more to their own responsibility with a view to sorting out the men who would work under those conditions, but that is not my direct observation, because I had not the opportunity.

87993. That may be true. Would you be in favour of adopting the Scotch regulation with regard to the employment of men, that is, not put up sixteen weeks at all, but leave it to the Central Body, or whoever had the management of the works, to say how long they could or could not employ a man for training. In England it is sixteen weeks. In Scotland they go on as long as they like?—I do not know that. In England it is sixteen weeks unless the Local Government Board definitely extend it. As far as men definitely for training go, I should imagine the Central Body would be as capable of judging as the Local Government Board; at the same time I think it is as well that they should have to refer, so that the discretion should not be allowed to be laxly applied.

87994. Are there not a number of men whom it is perfectly futile to send back to London from any colony leaving Hollesley out altogether, that you quite well know when you send them back in the spring or early summer you will have them back again next winter?—Yes, but the only advantage of the relaxation of the sixteen weeks rule would be that you could keep them for a certain number of weeks; you could not keep them always.

87995. If you had a prospect of training them for something else?—Then I think it would be a case for the extension by the Local Government Board, after some proof that it was not merely for temporary work.

87996. Do you think that one of the drawbacks of the Act is that it contemplates that the problem it has to deal with is one which only has to be dealt with during the winter, and is not an all-the-year-round problem?—I think that is a limitation of the whole system of relief work assistance; I do not think you can deal with permanent unemployment, or even a very long period unemployment, thoroughly by relief works. I think the risks are probably greater than the advantages. The Act provides, as it were, stepping-stones for a man to get over a difficult period; I do not think relief works can do more.

87997. But ought you not to contemplate that there is a large number of men of various ages for whom there is not room in the East of London or in the South of London and ought we not to contemplate that, by some means or other, these are to be got out into regular employment somewhere?—Yes, but I think there would be danger if there was absolute discretion, of a great many people getting extended employment under the plea of training, it really being only temporary work. I think the body which is going to give the extra period should have something definite in view with regard to these men.

87998. I am putting it to you that there ought to be something definite in view for which a person is to be trained, so that you should not lose the money you spend on him to re-appear next winter?—I think where there is such an outlet I would allow a longer period.

87999. As to the park work, is there any difference between the work given in the parks, except so far as it is regular and under perhaps stricter supervision, and the kind of work that was done by the borough councils?—I do not think in practice there has been much difference, but I think there would be a possibility of difference in that you can get the trained supervision to a certain extent. I think in practice it has not been any better.

88000. Are you not as much in danger of anticipating work, and displacing regular men in the London park work, and the kind of work the Central Body and the Unemployed Fund did, as you were under the old borough council arrangements?—I am not sure about that, because parks afford a greater latitude of work than a street does. There are more things you can do in a park which you would not be justified in doing out of ordinary rates, than there are in the areas controlled by borough councils; if a borough council has a park under its control, the two are on the same footing.

88001. What you mean is that you might construct a swimming lake or a band-stand?—Which would never otherwise be done, and yet be an advantage; but if a road requires repaving, then it ought to be done out of the rates.

88002. (*Mrs. Webb.*) I cannot quite make out, reading your extremely interesting analysis of the conditions under which relief works are done, whether you really in your heart of hearts believe in relief works?—I believe in them in emergencies.

88003. That is, you believe in them every five years, do you? I rather want to get to know whether you really believe in them running on continuously for emergencies, because they are certain to arise continuously every year, or whether you believe in them merely in cases like the Lancashire cotton famine, for specific periods of unemployment from specific causes not likely to recur at any rate for a specific interval?—I think there is a certain sort of emergency which comes between the two, the periodical depression such as we had in 1893, and again in 1903 to 1906. I should not advocate them every winter for a prolonged period; if they were found to be necessary every winter, I should say they were evidence of a problem for which relief works were no real remedy.

88004. Looking at the thing from the standpoint of the statesman who is carrying it out, do you think it is possible so to limit relief works that they would not be continuous, if you once started them. As a practical man, can you prevent the Battersea Borough Council just now voting £25,000 for relief works, which they are now doing, if you once start the notion?—No, I do not know that you can prevent Battersea doing anything, but I think a London authority can control its own operations, or ought to be able to control them.

88005. What I am trying to make out is if Parliament and public opinion once sanction relief works as the remedy for unemployment, will they ever cease to be continuous, as a matter of prophecy, in your opinion. Is there any way of preventing relief works becoming continuous if we once sanction them for reducing unemployment?—They have been sanctioned for periods of unemployment; they were becoming regular before the Act was passed.

88006. And they were becoming continuous?—Not continuous all the year round; they were only in periods when there was sufficient pressure to make an agitation possible.

88007. As a matter of fact, the tendency was to make them recur every winter?—Yes.

88008. Which is continuous, from my point of view?—Yes, but I think the establishment of an authority over a larger area, commanding a higher degree of intelligence in its management, and attracting more public attention, making the thing a more serious thing altogether, affords at the same time a possibility of controlling it.

88009. Then comes the consideration, if you encourage them in that way, can you actually, as a matter of political fact, prohibit the municipalities from doing it too, because at the present moment Battersea is proposing to spend £25,000 in relief works?—I do not know whether you could control it financially; I do not know under what right Battersea raises the £25,000.

88010. I suppose it has a right to have an extra amount of paving for its streets?—It could raise its rates, but for a loan does it not require the consent of the Local Government Board?

88011. No, there is no loan, it is proposed to raise a rate for £12,000 of the £25,000 at any rate. I am only trying to get the practical question, whether, if we sanction the notion of relief works as the one way of dealing with this question of unemployment, we really can confine relief works

Mr. Harry Russell Maynard.

3 Dec. 1907.

Displacement of regular workers.

Utility of relief works in emergencies.

Necessity for annual relief works evidence of problem for which they are no remedy.

Tendency of relief works to become continuous, under pressure of agitation.

Value of Central Body in controlling recurrence of relief works.

- Mr. Harry Russell Maynard. 3. Dec. 1907. Practicality of confining relief works to emergencies.
- Value of relief works in periods of distress.
- Substitution of training for relief work.
- Organisation of labour exchanges and of casual labour.
- Relief work only an emergency method of dealing with unemployment.
- Effect of Mansion House Committee's relief work as regards skilled and unskilled work.
- Permanent unemployment.
- within your qualifying condition of meeting real emergencies — whether it is practical? — I think it would be a question of experiment. I should maintain that the relief works ought to have attached to them some sort of disability, of which I think distance is the most convenient.
88012. You think if we could have very stringent conditions for relief works it would be possible to prevent other people doing them in a more foolish fashion? — The people who are doing them in a foolish fashion would have to do them at their own expense, whereas they would get them done by the central authority at a less expense. The question whether you can prohibit them is only a question of the degree of local autonomy, which is a very wide question.
88013. Do I understand you regard relief works as, on the whole, the best way of dealing with persons who actually require relief in periods of distress? — I think if it has got to be done on a large scale it is better, because otherwise it will be done in other ways. The alternative to such organised schemes as there have been in the last few years are newspaper funds, in practice.
88014. You might send the people into training of some sort? — Yes, under the central authority.
88015. You might give up the whole idea of relief works, and have training instead? — Yes, as long as it supplied the element of work and relief.
88016. The element of effort? — Yes.
88017. Not necessarily profitable work? — No.
88018. I do not see anything in your Statement with regard to an organised system of labour exchanges, or any attempt to organise casual labour. Are you in favour of it? — Yes. I have not gone into the subject at all deeply and I would not like to say whether labour exchanges would do it or not; I have referred to the possibility.
88019. The great emphasis you give to relief works in your Statement is because that is the question which you have studied? — Yes, because that is what my experience has been; I thought that would be the most useful.
88020. It is not because you think relief works are the most adequate method of dealing with the question? — No, it is not; it is because it is the thing which I have had experience of, and the thing that is bound to be tried at times of emergency.
88021. You do not regard it as a remedy for unemployment? — Only as an emergency remedy. I think at times whatever system you had—for instance training schools—they would be flooded, and you would have to fall back on relief works.
88022. (Professor Smart.) The result of the Mansion House Committee's relief work of 1903 was, I think, first, that the people who really required to be tided over did not apply: the skilled artisans? — I should not say that. There were two grades, roughly, those who have a period of depression to be tided over:—The skilled artisans, and then the less skilled man, who is usually in regular work.
88023. There were some applications by skilled artisans? — Yes, but very few applications.
88024. You were flooded with unskilled labour? — We were flooded with unskilled labour in the early period, I think largely because of the area we were working in, which is an area of unskilled labour; we began in Stepney, where they are all unskilled. We were getting applications from more skilled men in Shoreditch and Bethnal Green before the area was extended; the extension of the area raised the class of labour at once.
88025. They were casuals in Stepney? — Yes.
88026. Then they would not be much worse than they usually are? — They were rather worse than they usually were, many of them; the casual market can be depressed; there is a normal casual and a depressed casual.
88027. You think there is a new problem now with us, that is to say a permanent unemployed body, quite apart from those who are unemployed owing to temporary depression? — I would not like to say they are a new problem, but there is that feature.
88028. A permanent unemployed body with which we have to reckon? — I think there is in certain parts of London, not permanently unemployed, but so under-employed that it is on the verge of permanent unemployment.
88029. It was in 1903-4 that you first had the application of the colony system? — Yes, in this form.
88030. Where were these colonies? — One was the Salvation Army Colony at Hadleigh, which is a permanent colony; the Mansion House Colony was a sort of department of it, a temporary colony in the same place, and under the same management, but quite distinct from the ordinary work of Hadleigh. The other was an estate which was being laid out for semi-philanthropic purposes, in which we entered into a contract with the proprietor to supply him with labour.
88031. What was Osea Island? — That was an island off the coast of Essex, which was being developed as a sort of temperance colony. As far as we were concerned it was merely an estate owned by a private proprietor, and we made a contract with him. His object in developing it was semi-philanthropic.
88032. Has that stopped now? — It has, I believe, at least one temperance sanatorium on it under private management.
88033. There is no unemployed labour being employed? — No, the Central Body made a contract for three months, just as they did with the county council or Garden City.
88034. Was the result of the work of the unemployed at Osea Island at all satisfactory? — Yes, they did the work fairly honestly, and it formed a fairly efficient test; the men had to go down and cross the water there, and stay there for a month; it was a very much more efficient test than work on the roads.
88035. They had to go away from home? — Yes.
88036. And the wives were paid at home? — Yes.
88037. Why do you say that Hadleigh was the less attractive work? — Because the Hadleigh Colony under the Salvation Army was subject to a certain amount of non-industrial discipline which made it less attractive. The ordinary working men prefer work in London or even at the other colonies.
88038. You say the *Daily Telegraph* and *Daily News* Funds in West Ham were attended with disastrous results; for what reason? — Because they were distributed without any real discrimination.
88039. They did a great deal of emigration, did they not? — Yes, that was one branch of it. Did I mention the *Daily News* and *Daily Telegraph*?
88040. No, you did not mention them? — I think there was a difference. If I remember rightly, the *Daily News* was one that emigrated. There were more than those two funds; there were several going on at the same time. I think I am right, at all events, in saying they were not all devoted to emigration: that was a later development.
88041. The Mansion House Fund, I understand, was based on the same principles as those of the present Unemployed Workmen Act? — The Mansion House Fund was devoted solely to colonies, the present Unemployed Workmen Act covers London work, and various other works.
88042. But the problem was to tide over various workers? — Yes, after the first fortnight that was definitely adopted as a principle.
88043. It was closed after seventeen weeks? — Yes, it came to an end for want of funds.
88044. That was before the depression came to an end? — Yes.
88045. It was no good as a time of tiding over? — The idea of tiding over had to be given up. It tided over just the particular winter emergency—because in times of depression the winter depression is added to the cyclical depression.
88046. You think this fund had one advantage over the present body, namely, that the central body came first and laid down a principle? — That was a decided administrative advantage. As to this the *Witness* subsequently remarked:—"I understood this question to mean the central body of the Mansion House Committee. If not, my answer is based on a misconception."
88047. You do not find uniformity and definiteness of policy amongst the various distress committees to-day? — We did not find it during the first year of the work, I do not know whether it has improved since.
- Working of Hadleigh and Osea Island Colonies in 1903-4.
- Daily Telegraph and Daily News Funds.
- Distinction drawn between Mansion House Fund and Unemployed Workmen Act.
- Idea of "tiding over" abandoned.
- Administrative advantage of Mansion House Committee over Central Body.
- Uniformity of policy among distress committees.

Central Body
quires to
be
strengthened.

88048. Would you say that the present principle as to the constitution of the distress committees, that is, forming them by delegation to make a Central Body, should not be continued? Do you think they are fundamentally wrong in the constitution?—In some way the central element requires to be very much strengthened.

Allotments
as means
of regular-
ising occupa-
tion.

88049. In Paragraph 54 you speak of allotments; you do not consider those are any real remedy for unemployment?—I think one could conceive of conditions where workmen having allotments they could cultivate themselves, could, by means of that work, tide over certain intervals of unemployment.

88050. With an allotment, you must of course wait for a crop, so that it is a year before you can get any wages?—I do not mean that for a workman to give up working for an employer altogether, and take an allotment, would get over the difficulty at all, but if a man belonged to a trade where there was a time of depression, and he was out of work for a bit, if he was working on an allotment, in that sense he would be at work, and that work might bring him in something, not at the moment, but later on.

88051. You mean an allotment belonging to him?—Yes, or rented by him; it might increase his annual earnings, and at the same time keep him employed and occupied during a short period of unemployment.

88052. If it was big enough to give him continuous employment while out of work, it would be too big to be cultivated when he was in work; it is little more than a recommendation of a garden where a man has to put in a little extra work?—I do not recommend it; I say it is a means of regularising a man's occupation during the whole year.

Factors
operating for
against
the force of
the law.

88053. You speak of the encouragement of mobility, there are some tendencies against that, are there not; e.g., a trade unionist, who has paid in regularly to his fund, becomes a more immobile worker than a man who has done nothing of that sort?—I suppose he would, so far as changing from one trade to another is concerned.

88054. His owning his own house would be another obstacle to his mobility?—Yes, assuming that the trade moved, and that there was no corresponding immobility of trade.

88055. Do you know of any technical education which would enable an industrial worker to change his habits rapidly?—I should imagine that any training in the principles underlying different kinds of work would make a man more adaptable than the mere manual dexterity acquired by the practice of a single operation.

88056. Do you not think a good deal of technical education is in the direction of specialisation, and where you specialise, you do not enable a man to change his habits?—I do not know that if a man's technical education is more specialised than his ordinary occupation it would be of any use to him for any purpose; it would surely be less specialised than the actual dexterity he would gain at his occupation.

88057. You have had a great deal of experience with regard to this Unemployed Workmen Act. Supposing the Act were renewed, could you mention some of the most important changes you would make in it?—I have never really considered in detail the amendment of the Act, my experience of it was so short.

88058. Do you consider that the experiment has been tried long enough by the present Act?—No, I do not think so, but of course I do not know what its administration is now; whether its administration is really experimental now, or whether they are learning anything; we were endeavouring to do that in the first year.

88059. How long is it since you left?—A little more than a year.

88060. How long were you there?—At the Central Body for a year from the time of its foundation; the London Unemployed Fund the year before that, and the Mansion House Committee the winter before that.

Articulture
most
educational
feature of
our
country.

88061. (*Mr. Phelps.*) From your experience, which do you think are the most educational features in the labour colony?—Educational for the men, do you mean?

88062. Yes?—I think the most educational feature is the horticultural work at Hollesley Bay.

88063. Do you think that on the basis of that anything permanent can be done so that you could train up a race of smallholders?—I do not think in that by itself you could; you have not very promising material: but I think it is possible that it might be worked in with any development of small holding cultivation in the country, which is being developed independently of the unemployed.

88064. We have had a great many schemes suggested to us with regard to afforestation, and so forth; have you ever thought of it in connection with those schemes?—Yes, I think where any industry of that sort is being developed you could work in the unemployed with it. I do not think the unemployed by themselves make a good foundation for any industry. I think, when opening up or developing something of that kind, a certain number of outlets could be provided for the unemployed through a growing industry of that sort.

88065. Supposing you had a regular forest service employing a certain number of people all over the country you could work in a certain number of the unemployed?—Yes, I think the backbone of it would have to be really thoroughly skilled men, but some of the unemployed could be drafted in, and they might develop into skilled men themselves.

88066. I suppose the unemployed who have been at these homes have always been London people?—My experience is only with London people.

88067. Do you know how many belonged, I will not say properly to the country, but belonged to the country originally?—That question has never been actually asked on the forms, so we cannot give comprehensive information, but I think the majority are Londoners. We had a few who were from the country.

88068. You have no schedule of information as to how far back they have been Londoners, for instance?—No, one does not like to push the enquiries far, that frightens people.

88069. The transformation of a Londoner into a countryman is a very difficult process?—Yes, I can imagine that.

88070. Do you think there is likely to be a large number of successes in that direction?—I should not think on any very large scale; it would depend upon the way it was done and the degree in which the conditions were country conditions. I think you would require to have a fairly large community to put them in, and it would depend on the economic pressure driving them out of London.

88071. Supposing the schemes you prefer were adopted, and they were restricted more or less to emergencies, do you think that the kind of work you give in labour colonies really fits a man for going back to his ordinary occupation; do you think it fits in with the two periods of his ordinary occupation, before and after?—I have never heard of cases where the men were unfitted at all by the period of work, but where I had any opportunity of asking skilled men they said they did not think there was anything in it.

88072. Does it come to anything more in those cases than the giving of relief with a labour test?—I think, if it is properly worked, the atmosphere of it is a little different; you maintain to a certain extent an industrial atmosphere.

88073. And they catch habits of industry and application, you mean?—I think so, if it is properly worked, with proper selection and supervision. When I say an industrial atmosphere, I mean the man feels he is at work and not being relieved; that is the ideal to work at.

88074. Have you ever thought what machinery was necessary to assist people back to the ordinary rules of life?—From the relief works back?

88075. Yes?—I do not know that I have thought of anything except the employment exchanges being used in that way.

88076. Have you very much experience of those?—No, they were rather a new thing on an organised scale; they had only been in existence two or three months when I left.

Mr. Harry Russell Maynard.

3 Dec. 1907.

Small value of the training in raising race of small holders.

Unemployed not a good foundation for any industry.

Backbone of afforestation and other schemes should be skilled men.

London men in agricultural colonies

Majority were Londoners.

Difficulty of transforming townman into countryman.

Work in labour colony does not unfit men for ordinary occupation.

Ideal to aim at is to make men feel they are working and not being relieved.

Machinery for re-introduction into ordinary work.

Mr. Harry
Russell
Maynard.

3 Dec. 1907.

Labour ex-
changes.
Mansion
House
Committee
found labour
exchanges
of small
value for men
in colonies.

Segregation
of men from
wives.

Sending wives
to relief
works in-
volves break-
ing up home.

Importance
of element
of hope.

Special train-
ing for a few
was only hope
offered in
Mansion
House relief
works.

Emigration
and migra-
tion means
of adjusting
supply and
demand.

Criticism of
Unemployed
Workmen
Act as being
intended to
meet only
temporary
difficulty.

88077. Your idea would be that these people down at the relief works should enter their names at the labour exchange?—Yes, quite independently of all the relief work, that they should, as workmen, enter their names at the exchange, and stand their chance with anyone else.

88078. Do you think that will be sufficient, or have you any other suggestion you can make on that point?—As a matter of experience we have found at the Mansion House Committee when it was in touch with both London and the country work, that the men who got work got it through hearing of it through their friends, that is, just through the normal channels.

88079. Whilst they were away?—Yes.

88080. (*Mr. Gardiner.*) Did you discover any reason to disapprove of the separation of husbands from their wives?—I have heard it stated that there were reasons, but I have only come across one or two instances.

88081. Would you not recommend the wives going into the country too, if possible? Do they not want building up? I understand you say the advantage of these farms is the building up of the men's physique?—Yes.

88082. Do not the wives' physiques want building up equally, if not more?—Yes. I do not think it would be practical, though, at temporary relief works to take the wives, because it would mean breaking up the homes. Our principal idea was to preserve the homes.

88083. Then, practically, it means the wife is left in a condition of physical inefficiency, assuming she becomes inefficient as a result of the long unemployment of her husband?—Her physical inefficiency would be the result of insufficient income and, to a great extent, that would be remedied when the husband was away; when he is away a large portion of the earnings would go to the wife.

88084. As regards the beneficial influence of the training colonies on the men, do you attach much importance to the element of hope?—Yes, I think that is a most important element to introduce.

88085. In the information you have kindly given us, I do not detect that you have any means of providing that, have you, or any suggestion to make as to how it might be provided?—Do you mean as a moral element?

88086. What I mean is this, in reference to what you said to Mr. Phelps just now, that you regarded this much in the light of a labour test, but it also seems to me that a labour test fails if there is no hope at the end of it?—The only hope that it was possible to offer to these men was for a few of them to have a special training and the others the chance of tiding over till things improved. We had no means of offering any other material hope.

88087. Did you ever get to know the real objection to emigration?—On whose part?

88088. The men's part; a great many refused?—I was not in touch with the actual men.

88089. Do you attach importance to emigration yourself?—I look upon emigration more as a means for adjusting supply and demand. There is a demand in Canada and a supply here.

88090. You regard emigration and migration in just the same way?—It is merely a difference in degree.

88091. (*Sir Samuel Provis.*) A good deal of the criticism of the Unemployed Workmen Act has been, has it not, owing to this: that the Act really was intended to meet a temporary difficulty, although that difficulty might recur each year?—I thought it would provide a more or less permanent machinery which would be brought into operation in temporary difficulty.

88092. But the Act does distinctly contemplate that it is only to be used temporarily, and that is shown by the fact that applications can only be received by the distress committee when authorised by the Central Body so to do?—Yes.

88093. Therefore, on the face of the Act, it is intended for temporary emergencies?—I think it had a temporary foundation, but where any possibility of permanence has arisen from it, it is a pity not to encourage it.

23094. The Act, as at present framed, does not go on those lines, it goes on the lines of providing for temporary difficulty?—It provides apparently for extension, there

is discretion given to the Local Government Board to extend the period for employment

88095. That is a matter of regulation, not a matter of the Act. What the Act says is, is it not, that distress committees shall only receive applications during the time authorised by the Central Body?—Yes, the Central Body has discretion when it shall authorise them.

88096. That shows, does it not, that a temporary difficulty is intended to be met?—It seems to me to leave discretion to the Central Body.

88097. It may leave a discretion, no doubt, as to the times when it would do it, but it does not intend that it should be done permanently?—Not unless the Central Body thought it was desirable. There would be a much greater tendency with local bodies to make a permanent arrangement—unnecessarily permanent, and that would be controlled by the Central Body; I always understood the central body had the discretion to take up permanent enterprises if it thought that they were called for, subject to the Local Government Board's power of restricting the period of employment.

88098. Taking that again, it is only temporary work which is to be provided, is it not?—In most cases, yes.

88099. The Act says so, does it not, that they may provide temporary work?—Does it say that actually?

88100. I think so, they may provide, or contribute towards the provision of, temporary work.—That was the temporary work which was confined to the sixteen weeks, subject to the power of the Local Government Board to extend it.

88101. The actual limitation of the period is a matter of regulation, but the provision of temporary work is under the Act?—I understood that to mean it was not contemplated that the Unemployed Body should take on men permanently and draw them out of ordinary industry permanently.

88102. It is tiding over a certain time of difficulty and distress?—Yes, and of course, training them would come under the head of temporary.

88103. As the result of your experience, did you form any opinion as to whether the arrangement of having a Central Body and distress committees under them is a good one, or whether it would be better to have only one authority altogether?—I think the value of the distress committees is really to get local knowledge, and partly that you rake in the local activities, and so make it less likely that the local authorities should carry on enterprises of their own apart from the Central Body. I think it would be a danger to have no local committee, but the danger of having a local committee is that it tends to be too independent and too impatient of regulations which have been the result of general experience.

88104. And you rather lose control over them?—Yes.

88105. Still, on a balance of considerations you would be in favour of some local organisation controlled by the Central Body?—Yes, I think you want some degree of local representation, but I think you want a strong central element (I do not see how it is to be obtained) in the local administration, in order to prevent local influences (which includes personal interest in definite applications), from having too much weight.

88106. Would you have the Central Body appointed in some different way than by representatives of the local bodies?—I should have a large element of it appointed in some different way.

88107. A larger amount than at present?—Yes.

88108. At present, of course, the local bodies have a large representation on the Central Body?—Yes, much the largest.

88109. You would rather reverse that?—Yes.

88110. Would you say if you did that there should be representatives of the Central Body on the distress committee?—I think the Central Body might nominate part of the distress committee, or (I do not know whether this is practicable) if any part of the Central Body was directly elected locally, or represented some body which was directly elected, they could be members of the local committee, and therefore the local committee would be to some degree central.

Suggestion that Act leaves discretion to Central Body to take up permanent enterprises.

Value of machinery of Central Body and local committees.

Central element desirable in local administration.

Suggested modification of Central Body.

Representation of Central Body on local committees.

ONE HUNDRED AND THIRTY-EIGHTH DAY.

Tuesday, 10th December, 1907.

AT SCOTLAND HOUSE, WESTMINSTER, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP OF ROSS.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Professor ARTHUR L. BOWLEY, called; and Examined.

88111. (*Chairman*.) You are Lecturer in Statistics at the London School of Economics?—I am.

88112. You have been good enough to answer certain questions which have been submitted to you by this Commission; and we will treat those answers as your evidence-in-chief and supplement them by one or two further questions?—Certainly. (*The Witness handed in the following Questions and Answers.*)

Question I.—What is the general effect:

- (a) *Of the spread of machinery;*
- (b) *Of more highly organised processes, and*
- (c) *Of industrial legislation*

on the demand for labour?

Answer I.—The general effect of (a) (b) and (c) on the demand for labour as a whole and in the long run is *nil*, for as a matter of experience and of theory the available labour of a country is, apart from the temporary congestions and want of adjustment, employed; (a) and (b) have effect on the kind of labour demanded, and (c) on the conditions of supply, and each change in conditions or legislation necessitates an adjustment; these adjustments are made by raising wages where the supply of labour is short, lowering them where it is plentiful, and by a continual substitution of processes, till the machinery and available labour are organised to produce results most cheaply. These adjustments may take a considerable time to complete.

Question II.—In particular, do modern developments tend to displace:

- (a) *Middle-aged by younger persons;*
- (b) *"All-round" skill by specialised mechanical skill;*
- (c) *Skilled labour by unskilled; and*
- (d) *Adult men by women and young persons?*

Answer II.—(a) No adequate evidence has yet been produced showing that middle-aged persons find an increasing difficulty in getting work. If this effect is being produced, it may be expected that processes of production will be adjusted till the middle-aged are again employed at a relatively lower wage. Similar remarks apply to (d), but such statistics as I have studied do not support the tendency suggested. (b) and (c) There is very little evidence on these points. My own impression is:—

- (i) That the demand for perfectly unskilled labourers, who have neither considerable muscular power nor knowledge of the simplest tending of machines, nor general intelligence, has diminished, and that such persons are either unemployed or receive low wages; whether any large number of this class are permanently unemployed should be investigated.

(ii) That there is a great demand for machine minders of all kinds to perform work which can very rapidly be learnt.

(iii) That there is not much change in recent years in the large demand for specialised skill, of a not very high order, the possessor of which must remain at his own job, and becomes unfit for another.

(iv) That there is a continually growing demand for skill and intelligence of a high order.

Question III.—Do modern developments tend to reduce temporarily or permanently the total demand for labour within the trade where such developments occur?

Answer III.—This varies from trade to trade.

Question IV.—Are the changes indicated in Questions I. and II. fully compensated for by new demands in other directions for the labour displaced?

Answer IV.—Yes, in the long run.

Question V.—Do such changes call for greater mobility of labour:

- (a) *As between different trades, and*
- (b) *As between different branches of the same trade?*

Answer V.—There is no reason to suppose that changes are proceeding more rapidly now than at any periods since the introduction of machine production. It is very generally the case that sufficient mobility is obtained by adjusting the supply of young people and non-specialised labour. No such catastrophe as the impoverishment of the handloom weaver by the introduction of the power loom has occurred in recent times.

Question VI.—If so, in what way is the mobility being, or should it be, provided for?

Answer VI.—The necessary mobility can in general be given by non-specialization in too early childhood and by a more careful study of the probable demand on the part of those who choose occupations for young people.

Question VII.—If the demands on the adult worker are now more exacting and if the apprenticeship system is falling into disuse, how would you suggest that youth be trained?

Answer VII.—Without admitting that the demands on the adult are in general increasing, it may be said that children should be trained in the general use of tools and the nature of materials and natural forces in their school years, and that the use of evening classes should be encouraged for all intelligent lads and girls; the working day should be shortened for young people for this purpose, attendance at classes being substituted for full attendance at the workshop or factory.

Professor
Arthur L.
Bowley.

10 Dec., 1907.

Witness's
experience.

The effect of
industrial
changes on
employment.

The effect
in particular
of these.

Effect upon
the demand
for labour.

Professor Arthur L. Bowley. Question VIII.—In view of the greater complexity of economic conditions, do you consider that some public organisation (such as, e.g., distress committees, labour exchanges, and the like) is necessary?

10 Dec., 1907.

Necessity for public organisation.

Answer VIII.—No system of distress committees or other agencies can be effective till a means of discriminating the willing and capable worker from others is in force. Labour exchanges could probably aid mobility if they were linked together throughout the country, but an isolated exchange in any but the largest cities or districts can have little effect. The need has not, however, increased in recent times, for transmission of information and means of travel have improved.

Effect of industrial changes on employment.

88113. (*Chairman.*) I may, perhaps, preface what I am going to say by this: Such evidence as yours is most valuable as giving us a general purview and survey of the whole situation. The people who have come before us, such as guardians, are necessarily obliged to take a more limited and local view of the situation and deal with the distress that occurs in their actual locality. Following that idea up, you answer the question as to the effect of the three influences on the demand for labour as a whole by saying that in the long run it is *nil*; but you qualify that by saying that the adjustment might take a considerable time to complete; therefore, although the demand for labour in the community as a whole would not be affected, still there might be certain local disorganisations?—Certainly.

88114. Which would affect the power of employment in certain localities?—Yes.

Effect of industrial changes on employment of the middle-aged.

88115. Going on to Question II., in your judgment there is no adequate evidence produced to show that middle-aged persons find an increasing difficulty in getting work?—I have never seen any statistical evidence that would show that, and the private inquiries I have made have rather tended to show the contrary. I have laid stress on the increase of the difficulty. I imagine it has always been difficult for an elderly person to find a new job when he has lost his old one.

88116. We have had a great deal of evidence given us, and there has generally been a strong impression that the Workmen's Compensation Act has reduced the age of employment. Have any statements of that kind come before you at all?—I have seen statements of that kind, but I have never seen any definite evidence, and I should suppose that the immediate effect might be very different from the permanent effect.

88117. (*Mrs. Webb.*) Might I ask what you mean by that?—I mean that employers have got in rather a flurry when they found these new claims upon them, and have possibly discharged a few men, but very possibly by this time they are re-engaging them.

88118. (*Chairman.*) It has been suggested to us that one difficulty of the middle-aged, or those beyond middle-age being employed is that the unions insist on their being paid at the same rate as the younger men?—Has there been any definite evidence that the unions do insist upon that?

88119. That is the allegation made by the employers?—I made an inquiry in Leeds recently, and it was stated there to me in brief that it was the old men themselves who wished not to work at a lower rate; but the particular union whose secretary I was speaking with said that his society made no objection.

A differential rate of wages for elderly persons.

88120. Have you ever pursued that enquiry at all? Would there be, do you think, a reluctance on the part of trades unions to have a sort of differential rate under certain conditions for elderly people?—I should think it would depend on the conditions, and on the security they had for their standard rate for able-bodied workers.

88121. Of course, the allegation is that after a certain age the workman is less efficient, is more liable to accident, does not recover as quickly from an accident; and, consequently, is rather at a discount?—Yes, I suppose they are to some extent.

88122. So far as your inquiries have gone, you have not been able to get any accurate statistics to show that there is a greater difficulty now than there was before for the middle-aged?—I have been able to get no statistics at all; but the impression I have got in conversation, in the not very many conversations I have had, has been that it is very much now as it has always been within anyone's memory.

88123. Following up your paper, your impression is that the demand for perfectly unskilled labour has diminished?—Yes. Demand for unskilled labour.

88124. I suppose one of the reasons why this demand for perfectly unskilled labour has diminished is that machinery and mechanical appliances have been produced which perform work that before was simply done by human muscle and strength. —Yes, I should think that is one of the main reasons.

88125. Your information goes to show that there is a great demand for machine-minders who can do work that can be rapidly learned?—Yes, I think that is the case in every machine trade.

88126. I assume a good many of these machine-minders would be young persons, boys and girls?—There are a good many full-grown men minding machines at a low rate of wages; in very many industries if a man gets on a machine, he is very likely to remain on a similar class of work all his working life.

88127. Would these machines, minded and looked after by this class of labour, tend to displace the old handicraftsman at all; I know "handicraftsman" is a wide term?—I think the old handicraftsman has been replaced. I do not think that machinery could replace the modern handicraftsman, that is the man who needs a good deal of artistic skill; but the handicraftsman performing simple, almost mechanical, tasks has been replaced by machinery a good time ago.

88128. You do not think there has been much change in the demand for specialised skill of not a high order in recent years?—I do not think there has; but in all these questions it is a matter of impression; one has not got the statistics till the wage census of last year is completed. Demand for specialised skill of not a high order.

88129. Lastly, you think there is a continually growing demand for skill and intelligence of a high order?—That is my impression. Demand for skill and intelligence of a high order.

88130. Putting them in their grades is the change in modern industry that there is an increasing demand for skill and intelligence of a high order, and a lessening demand for perfectly unskilled labour?—Yes.

88131. That tendency must continue, I suppose, under modern industrial conditions?—I suppose so; the causes are still at work, I imagine.

88132. To put your point in another way, it has been alleged by certain employers that there is a considerable number of persons now in the lowest grade of unskilled labour who have practically no place in modern industry?—Yes; I should rather put it in a slightly different way.

88133. Perhaps "no place" is rather too strong, but they have rather fallen out of modern industry?—The supply of these men is greater than the present demand for them at the modern rate of wages; it appears to me it is always possible to find unskilled men in any town as they are needed.

88134. Coming on to the next two questions: You would say that the changes you have mentioned are fully compensated for in the long run by new demands in other directions?—Yes. Compensation for industrial changes and mobility of labour.

88135. Coming to the question of mobility of labour, you do not think that the changes are proceeding more rapidly now than they did at earlier industrial periods?—I should think from this point of view less rapidly.

88136. There has been, as you point out, no such catastrophe recently as there was at the time of the displacement of the hand-loom weaver?—Not in recent times.

88137. I suppose the modern phenomenon would rather be that the persons who are displaced are more aggregated together in one locality perhaps than they were in the old days?—Not more so than in Coventry at the time of the French Treaty of 1860.

88138. You think that the best way of increasing mobility would be by a more careful study in early childhood on the part of those who choose occupations for young people of the probable demand. In other words, you would, I suppose, in some way or other adapt the education to the future occupation?—Not only should the education be adapted, but the choice of an occupation should receive more care; the choice of an occupation is so often haphazard. Adaptation of education to occupation.

Adaptation
of education
to occupation

88139. That is a very important point. Do you think it would be possible to work that in with our school system so that you would put pressure rather upon the parents or guardians of the child to indicate what the occupation for the child was proposed to be?—Not, I should think, in the primary schools, but in connection with all the classes for lads and girls from fourteen to seventeen.

88140. Would you go so far as to increase the compulsory period of school age, because you see, speaking generally, fourteen is the age at which boys and girls leave school?—I should like the period of education to be lengthened, whether by compulsion or otherwise.

88141. Would you associate it with a system of half-time?—I should associate it if possible with a system of part time, as, for example, a lad attending evening schools should be excused the quarter before breakfast.

88142. You think that children might be generally trained in some knowledge of the general use of tools and the nature of material and natural forces during their school years?—I think that is very important. It would tend to diminish the number of absolutely unskilled people very materially.

88143. What is your view of the present system of elementary or primary education? Do you think it too literary and not practical enough?—I have not any strong views on primary education. The kind of education that I want would begin after the age of thirteen. I do not think it is necessary to teach children under thirteen years of age the use of tools. Whether their observation is trained sufficiently in schools I do not know.

Utility of
distress
committees
and labour
exchanges.

88144. As regards distress committees, you are confident that they will be of comparatively little use until there is a system of discriminating between the willing and capable and those who are the reverse?—Yes.

88145. You think that labour exchanges might be very useful if they were established on a large scale and linked together?—Yes; and I should like to add that it would be necessary to give easy facilities of travelling to the poorer working classes. I think the main difficulty of moving is the furniture and the family.

88146. The first process would be to give facilities to the wage-earner to get food and accommodation when he was looking about for work?—Yes; and, because going on foot is the dearest way of travelling, I should certainly send him by train.

88147. It is the dearest way of travelling because it entails so many more days during which he has to be maintained, I suppose?—Yes.

88148. I suppose you have never gone into the question as to whether the trade unions are likely to co-operate with or oppose the establishment of this system of labour exchanges?—I have never gone into the question, but I see no reason why they should oppose it.

88149. We are informed that in Germany they have, in a considerable number of cases, committees composed partly of employers and partly of employees, and that association enables them to get over a good many difficulties. Do you see any reason why the same sort of system should not be tried here?—I think certainly all industrial classes should be represented on those committees.

Employment
of available
labour, and
the effect of
over-
population.

88150. (*Bishop of Ross*.) You think that the available labour of the country is generally employed?—I do not think it is generally employed completely; but I do not think there is any particular section that is permanently unemployed; there is always a margin.

88151. But that margin would be only a small percentage of the whole?—In general it would correspond to the natural changes in the organisation of industry which are always going on.

88152. Therefore if the number of people able and willing to work increases, the number employed would actually increase also?—Yes.

88153. I presume it is on the principle that seeing the available labour, there is some enterprising individual who will try to utilise that labour?—Certainly.

88154. Some capitalist will expect to be able to make a profit by utilising the labour which is unemployed?—Or rather, he will employ more labour and less machinery.

88155. On condition, I presume, that he finds the human labour less expensive than the machinery?—Yes.

88156. But if he found the machinery less expensive than the human labour, I presume he would employ the machinery instead?—Yes; if there was a surplus of labour their services would have to be offered at a falling wage.

88157. And the wage might fall to such a figure that it would be more profitable to employ human labour than to introduce machinery. Would the workers still, in your opinion, be able to earn a living wage?—I do not know of any facts which would cause a body of capable workers to be unable to earn a subsistence wage.

88158. According to those views the country, I presume, could not be over-populated?—In what sense?

88159. In the sense of the population not being able to find subsistence?—I think that would be possible.

88160. I quite understand that it would be possible to over-populate the country with people either unwilling or unable to work, but I am assuming you have the ordinary proportion of people who are willing and able to work and the ordinary proportion of inefficient; in that condition of society, with an average percentage of persons able and willing to work, could the country be over-populated in the sense of their not being able to find subsistence?—Yes; if the population increased to a very great extent the earning powers of the population might fall below subsistence level.

88161. Even though they were able and willing to work? Yes, certainly.

88162. So therefore the number of people employed will not depend, even in the whole country, on the number of people willing and able to work?—I do not quite follow.

88163. I think at an earlier stage we agreed that those who were willing and able to work would find employment with the exception of a small margin that was always unemployed?—Yes, in the United Kingdom at the present day.

88164. But in the answer you have just made that a country might become over-populated in the sense of their not being able to find a subsistence allowance it would seem to follow that though the people were willing and able to work yet they could not find work, or at least they could not find work which would give them a subsistence allowance?—There is a theoretical total of population which would lead to that result; it is conceivable that a small island should be thoroughly over-populated, but I do not think it is the case in the United Kingdom at the present date.

88165. (*Mrs. Webb*.) Does it not depend on the supply of capital in the United Kingdom?—Yes; I was only answering the perfectly theoretical consideration.

88166. (*Bishop of Ross*.) So that you do not think at the present moment there is need of emigration from Great Britain?—I think there is need of emigration for that margin, or some part of that margin, who at present are unable to find employment. Emigration.

88167. That would be perhaps 5 per cent. of the workers. What percentage would you say?—I should not like to say any percentage. It would be millesimal; I think it would be less than one per cent., at any rate. I am thinking of the small number of men who are left in a town after their work has ended, and who are not so much in demand anywhere else in England, and who might be in demand in one of the colonies.

88168. Would you approve of that small percentage, 1 per cent. or less, being emigrated at the public expense?—I should be willing that part of the expense should be paid, especially by the country to which they were going.

88169. That is assuming they are efficient?—Yes.

88170. Otherwise I suppose the country to which they would go would be very willing to pay their expenses back to get rid of them?—I do not advocate the emigration of inefficient persons.

88171. Would you see any danger if that 1 per cent. were emigrated, and if they did well in the new country and gave glowing accounts to their friends in Great Britain of that success, that a tide of emigration might set in that would be injurious to the old country?—I think that would rectify itself.

*Professor
Arthur L.
Bowley.*

10 Dec., 1907.

Employment
of available
labour, and
the effect of
over-
population.

Professor
Arthur L.
Bowley.

10 Dec., 1907.

Assimilation
of emigrated
labour.

88172. If the wages earned in the new country were greater than could be paid in the old country, how would the matter rectify itself then?—If a large number of persons went to the new country they would bring down the rate of wages where they went, and wages would rise behind them, and those people would come back again, especially as they had obtained the habit of migrating.

88173. That is assuming the new country would get very quickly populated?—I think it is quite easy to send too much labour to a growing country; it can only assimilate labour rather slowly.

88174. I quite see that?—Consequently one often sees that there is an over-supply in one or other of the colonies of particular kinds of labour.

88175. In the new countries there is an immense outlet and an immense power of assimilation of labour that we have not got in the old country?—They can take a very great number indeed in them.

88176. They have been taking enormous numbers?—Yes.

88177. The United States has assimilated, I should say, about 50,000,000 of grown-up people in some seventy of eighty years?—Yes.

88178. And its power of assimilation does not yet seem to be glutted. Do you apprehend there might be any injury set in to the old country? I quite see if the people go to a small country, if they left Great Britain and went to another island, they might very quickly over-populate that island, and the wages there would fall and the wages at home rise, and the people would come back; but when you pour them into enormous countries like Canada, the United States, Australia and the Argentine, all those you pour in can practically make no difference on these enormous countries?—That is quite conceivable; but I am not aware that it has yet happened.

88179. I quite admit it has not yet happened?—I mean in any country.

88180. I am afraid it has?—I was thinking of the case of Italy.

88181. I am afraid it has happened much nearer home. I am afraid it has happened in Ireland, where the fashion of emigration has been set and where the people now emigrate simply because the craze for emigration is on, not that they cannot get subsistence at home?—I do not think I need enter on that question.

88182. You say it has not yet happened, but I point out to you that it has happened. Taking the converse of the proposition: What effect has the supply of labour and employment upon population; does it increase population, or has it any effect upon population? Population, it was stated, had literally no effect on employment, because employment increased according to the population; conversely, has employment any effect upon employment?—I think the two go together. The available population is employed. If the standard of living rises it may or may not increase the birth-rate: it probably will diminish the death-rate, and it will attract immigrants and discourage emigrants.

88183. Therefore, of course, the population so far would go up?—Yes.

88184. So that the more ample employment would tend to increase of population?—The rising standard of living due to good wages would, I think, tend to increase the population, but on the other hand it may have a tendency to diminish the birth-rate.

88185. Because the standard of living would go up, and thus the increased earnings would be absorbed in the standard of living. In reply to the chairman you stated that when a lad began to mind a machine he often continued minding that machine during all his working days. What about when he passes over from being a lad to being a man, and when he demands a man's wages? What is the result?—He is likely not to continue to mind exactly the same machine, but to remain, unless he has initiative, in the ranks of machine-minders at a wage of, say, 27s. to 30s. a week.

88186. Evidence was given to us that numbers of lads who have been minding machines at lads' wages when they grow to be men are unable to find employment, and they drop out and join the ranks of the casual labourers?—I should think that want of adjustment does take place.

88187. So that all those lads who mind machines at lads' wages do not find employment minding machines at men's wages?—I should not admit that they would in general be in excess of the demand; they may be at times and places.

88188. You recommend that boys should get some acquaintance with tools and practical work at school? Then you thought it was not necessary they should get that acquaintance until after they left the primary school, until after thirteen years of age. It has been complained frequently to us that during their primary course the lads get a literary training, and they afterwards seek for positions as clerks, and in post offices, and various positions of that kind, and refuse to go into mechanical work because in their earlier period their minds have got a wrong bent. Do you think there is anything in that contention?—I think that too many of them may get a wrong bent. Do you think there is anything in that contention?—I think that too many of them may prefer a clerical life, but I do not know that that would be remedied by teaching them the use of tools in school hours when they were quite young. I have not studied the question sufficiently to know at what age it would be a good thing to begin to teach a boy to use tools, but I should think twelve or thirteen.

88189. I can quite see that so far as mechanical improvement is concerned you could make very little mechanical improvement at that early stage; but what was passing through my mind is whether there is any method or means of creating an ideal in the boy's mind at an early age which would give him a bent in the direction of mechanical or manual work rather than in the direction of clerical work?—If one could make mechanical work a necessary part of his last year at school, I should think it perhaps might correct the bent.

88190. Are there any means at an earlier age still, apart from the mere mechanical work, of directing his mind in any way towards this working-man's ideal?—I am not prepared with an answer there. I should think there very likely may be means.

88191. (Chairman.) I omitted to examine you with regard to a very interesting article which you sent to the *Westminster Gazette*. I believe you have no objection employed to being examined upon that?—No.

88192. Perhaps you have no objection to putting that in as part of your evidence?—No. (*The Witness handed in the following article.*)*

THE NUMBER OF THE UNEMPLOYED.

(From the *Westminster Gazette*, March 27th, 1907.)

1. No certain estimate can be made as to the number of the unemployed, but in view of the widespread misapprehension on the subject and the current exaggerated guesses it is worth while to attempt a calculation of the probable numerical effect of industrial fluctuations on employment.

2. At least four classes of persons are confused under the general category "the unemployed." The first consists of those persons who, from physical and mental disability, are precluded from earning their living; these are the proper subjects of a reformed Poor Law. The second contains the aged and superannuated, whose claims are now under the consideration of the Government. In the third are to be classed those who are capable of work but are never fully employed, even in the busiest times, either because of disinclination to regular work or because they are not trained to perform any of the industrial tasks which are needed; these, the casual labourers, should as a class be eliminated as far as possible by the better organisation of labour, and their supply checked by better industrial education; but till this consummation is

* *Note by Witness.*—This article was not intended originally for its present use, and consequently the statistics are rougher and the arguments less finished than a complete investigation would demand.

Effect of
employment
on popula-
tion.

Want of
justment,
increase o
casuals.

Education
directed t
future
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The numbe
of the un-

Who are the
"unem-
ployed?"

reached, they can only be dealt with by philanthropic, colonising, and emigration agencies. The fourth class, containing able-bodied and willing workmen, who from time to time are unable to find employment, is the only one to which the following calculation applies.

3. Even in this class two completely different kinds of unemployment must be distinguished—seasonal fluctuations of demand or of production and what may be called periodic fluctuations. Most trades are seasonal in the sense that they are busy in certain months of the year and slack in others. In the majority of the principal industries, employing mainly male labour, these fluctuations are not too severe to be discounted and weathered by reasonably prudent workmen; but in some—notably the building trades—employment diminishes very seriously in the winter months. Since, however, these fluctuations come from the nature of the work, the industries concerned have no claim on the nation in general, but only on that part of the public who uses their services. In seasonal trades wages should be, and in general are, on a higher scale than for work of similar skill in regular trades, and it is the business of the industries as a whole and of the individual workmen to make the busy months pay for the slack. To give public relief is to subsidise a particular trade at the expense of others. All that can be done by public bodies is to endeavour to equalise the demand by giving their work, when practicable, to be done in the less busy months.

4. It must be clearly understood that the following statistics apply only to the remaining section—able-bodied and willing workmen, whose lack of employment is connected with the great periodic ebb and flow of trade which has taken place about every ten years in the last half-century. The annexed table shows the records of the percentages of trade unionists out of work averaged through the year:—

Years and Percentages of Maximum Unemployment.	Years and Percentages of Minimum Unemployment.
1886 - - - - 9.5	1882 - - - - 1.9
1893 - - - - 7.5	1889-90 - - - 2.1
1904 - - - - 6.5	1899 - - - - 2.4

For 1906 the figure is 4.1.

Averages: For 1877-86, 6.3 per cent.; 1887-96, 5 per cent.; 1897-06, 4.1 per cent.

The minimum, 2 per cent., is small, and might easily be accounted for by intervals between job and job, change of masters, and the gradual shifting of manufacturing processes; not improbably, it contains many of the second-class named above, the superannuated; but, taking the figures as they stand, we have a fluctuation from 2.4 per cent. to 6.5 per cent., with an average of 4.1 per cent. for the last decade, which is an improvement on previous records. The apparently large numbers unemployed in the winter of 1904-5 were due to an agglomeration of all four classes, possibly exaggerated by a recent growth of Class 3, casual labour, and by the unduly large number of men who entered the building trade in 1891-1901; no remedies are sound which in any way encourage the growth of this class.

5. To what extent are the trade union percentages typical of unemployment as a whole? In most large and organised industries the relative numbers of skilled and unskilled are fixed by the conditions of manufacture, and the skilled and unskilled necessarily stop work at the same time; some few of the best men may be kept on with little work, but in the main in these industries the percentage of unemployment must be the same for all grades. Industries which are mainly unskilled are probably subject to greater fluctuations. On the other hand, many occupations are practically regular; in others, though irregular, short time is worked, all hands being employed; and a last group is subject to fluctuations, but not at the same dates as those of industry in general. No accurate statement can be given of the size of these groups, but the following suggests the proportions:

(a) Practically regular occupations: Professions, Government and municipal service, domestic and commercial service, railways, gas, water, and sanitation, food, railway-building, and construction work. These employ about 2,000,000 males in the United Kingdom between the ages of twenty and sixty-five.

(b) Occupations whose times of unemployment are different from the general dates, or where short time is worked (all hands being employed): Agriculture, cotton and some other textiles, coal-mining, shipbuilding. These employ 1,500,000 males, twenty to sixty-five years.

Including men of all ranks, there are about 8,500,000 to be accounted for. Excluding the two lists just given, we have 5,000,000 to account for. Of these, about 500,000 are in the trade unions which make the returns quoted above. An inspection of the list and numbers suggests that the percentage shown above applies to the majority of the whole 5,000,000. Let us apply the percentages to 4,000,000, and assume that as many as 1,000,000 (not casual labourers) are subject to an average want of employment of 8 per cent.; this is surely an outside estimate.

We have then:—

	Average No. Unemployed.
Industries employing 4,000,000—Average unemployment, 1897-1906, 4.1 per cent.	164,000
Industries employing 1,000,000. Average unemployment, 1897-1906, 8 per cent.	80,000
	244,000

Of these unemployed 20,000 belong to trade unions, and perhaps as many more have resources which keep them from the necessity of public or private relief.

6. In round numbers, then, it may be estimated that 200,000 or fewer able-bodied adult males are out of work from non-seasonal causes one year with another, and have no sufficient resources, and that this number fluctuates from 100,000 in the best year to 300,000 in the worst. In the winter the number is greater; in the summer less.

7. The economic and industrial problem is to rearrange the demand for labour to the extent indicated by these numbers. Most of the unemployed are unskilled, and are living, when in fairly regular work, on not more than £50 a year. There is consequently a need in the worst year for wages to the extent of £10,000,000 to bring it to a level with the best, so far as these men are concerned; for the whole of the last ten years £40,000,000 would have sufficed. The annual wage bill of the country is estimated at £700,000,000.

8. It is obvious that many conjectures enter into this calculation, and it is probable that with careful inquiry it would be modified and improved; but it is clearly suggested that the problem is not one of insuperable magnitude.

9. Though it is not the purpose here to offer a solution, it is not out of place to define the conditions of a sound remedy and to make tentative suggestions. Nothing permanent can be done by opening relief works, where the work done is not of a kind that is really wanted, or where the payment is in excess of the rate for the same product in the open market. No source of wages can be found in added taxation at the time employment is scarce; money so removed would diminish the demand in the open market while it was spent in an artificial one. The only possible plan is to draw funds from past or to anticipate future savings. The fat years must be made to provide for the lean. It seems not impossible that funds might be set aside in prosperous years, earmarked for works of construction which need not be done at a particular time, e.g., dock schemes, great building works, school buildings, public parks, improvement of the national roads. The making of roads, carrying out some of the suggestions of the Traffic Commission, for example, is particularly suitable; for unskilled labour is considerably (but not exclusively) employed, the work can be done section by section, and schemes can be carried out at several important and congested centres throughout the country. It is rather in the rearrangement of the dates of expenditure, however, than finding new schemes of extravagance that the solution lies. Is it possible for the Government and other public bodies who employ labour in large quantities to counteract the industrial ebb and flow of demand by inducing a complementary flow and ebb; by withdrawing part of their demand when industry needs all the labour it can get, and increasing the demand when industry is slack?

Professor Arthur L. Bowley.
10 Dec., 1907.

Question of extent to which percentages of trade unionist unemployment are typical of unemployment as a whole.

The problem of how to rearrange the demand for labour

The conditions of a sound remedy and some suggestions.

Professor
Arthur L.
Bowley.

10 Dec., 1907.

The condi-
tions of a
sound remedy
and some
suggestions.

To have a useful effect this alteration would have to be commensurable with the sums named above (£40,000,000 in ten years), and, as already said, cannot be drawn from current taxation; the death-duties are a suitable source, for they are fluctuating, considerable, and to some extent of the nature of a tax on capital, and therefore properly allotted to constructive works. The excesses of receipts over estimates in good years make another possible sum. A scheme of this kind would differ from a crude form of relief works in four important ways: (a) The work concerned would be started before unemployment became acute—say, when the percentage unemployed index reached 4 per cent.; (b) there would be no artificial demand made for labour, only an adjustment in time of the ordinary demand; (c) the “unemployed” as a class would not be attracted, for the demand would come through ordinary trade sources and before there was any considerable dearth of employment; (d) the wages paid would be measured only by the work done, being contracted out on the ordinary commercial basis. Such a scheme need involve no expenditure, save of thought and of foresight, is of the nature of prevention rather than of cure, and in proportion as the scale of its operation was sufficient would remove the principal legitimate cause of dissatisfaction of the genuine workman with industrial conditions.

The calcula- 88193. (*Chairman.*) You make certain calculations here-
tion as to the as to the number of able-bodied and willing workmen who
amount of from time to time are unable to find employment:
unemploy- your calculations relate to that class I think?—Yes,
ment, limited excluding seasonal want of employment.

to the able
and willing,
and based on
trade union
returns.

88194. Taking the trade union figures, which you have examined, you think that they form some foundation for further calculations?—Yes, the only foundation we have.

88195. There are 8,500,000 men of all ranks to be accounted for, including the trades under the two schedules immediately above where that figure is referred to?—Yes.

88196. You have 5,000,000 to deal with, and if you take an average of 4 per cent. on 4,000,000 and 8 per cent. on the remaining 1,000,000, it gives you an average of unemployed of about 240,000?—Yes.

88197. Your estimate is that there are about 200,000 able-bodied adults who are out of work from non-seasonal causes one year with another on the average, and the fluctuation in that is from 100,000 in the best year to 300,000 in the worst year?—Yes.

88198. You would estimate that the pay of these unskilled persons would on an average be not more than £1 a week?—Yes, of the majority.

88199. Then allowing for £1 a week £10,000,000 is the amount of wages to bring up the worst year to a level with the best?—Yes.

88200. The annual wage bill of the country you estimate at £700,000,000?—Yes, in very round numbers. One could give a better estimate than that.

88201. One and a half per cent. on the wage bill is just about £10,000,000, therefore 1½ per cent. on the average wage bill would be sufficient to bring up the worst year on to a level with the best?—Yes.

Public
authorities
and the
remedy for
unemploy-
ment.

88202. You make a suggestion which is that if anything is to be done by public authorities, it ought to be done on a carefully thought out scale and in advance?—Undoubtedly.

88203. You point out that it might be possible to save money in good years to put that by and then apply the proceeds in bad years to give employment in certain works that would be of national advantage or use?—Yes.

The system
of famine
relief in
India.

88204. Have you ever looked at the Indian system at all?—I am afraid I have not.

88205. The system there is very much what you indicate, but it was found that it was difficult if money was ear-marked under the pressure of Government to always apply it to that purpose, so they gave up the ear-marking of money in each year for famine, and they applied whatever surplus there was to reduction of taxation and then raised money on loan when the famine occurred.—That is to say they anticipated?

88206. Yes, instead of creating a fund out of the surplus over expenditure, they applied the surplus to the reduction of taxation and then raised the money when the emergency occurred?—Yes, that would serve the same purpose.

88207. The difficulty of that is, and that is what I think any system would resolve itself into, that you suggest, that that would mean that great pressure would be brought to bear on the Government to raise a loan in order to provide this work?—Then I think it would be necessary to make some rather artificial rule based on the index number of unemployment. Difficulties of Government employment a remedy for unemployment.

88208. Supposing there was any idea of that kind, the employment that the Government gave must necessarily be conditional, they must impose the conditions they think right. Would you pay the men on that work the same rate as the free worker?—I should not differentiate that work from other parts of Government employment. I should merely enlarge the work of one department from time to time as it seemed necessary, and I should leave the labour contract exactly the same, only it would have to be on a piece system.

88209. (*Mrs. Webb.*) You would not employ the unemployed?—I should avoid there being unemployed. Avoiding unemployment.

88210. You would not pick out people who were unemployed; you would simply throw it on the market?—Certainly not; I should much sooner employ people who had not got out of work.

88211. (*Chairman.*) The difficulty of Government employment is that the very large proportion of their employees are in the Army and Navy, and they cannot always regulate that employment, because it is regulated by what the other nations do?—In the building of a dockyard the date can apparently be postponed, and they might also take over more control of the national roads and also work in with municipal expenditure. The Government and periodic fluctuation.

88212. Your idea would be that they should deal with periodical fluctuations in trade, much in the same way as it is sometimes suggested the municipal authorities should deal with the seasonal fluctuations in trade, that is they should give more work, if they could, in winter?—Yes.

88213. You see the dangers and difficulties of it?—Certainly, but I do not think as far as I have looked into it, that they are insuperable. I think it would need very careful administration.

88214. Therefore it is really the employment or unemployment of a comparatively small percentage that creates the difference between what is called a prosperous year and a year of depression and unemployment?—Yes, I think there is more variation in the total wages paid than in the total number of persons employed, for many people get less work in bad years, but the actual number thrown out of work completely (of the capable people we are speaking) must be quite a small percentage of the total wage-earners of the country. Percentage capable unemployed.

88215. Wages would fall for two reasons, the rate might be reduced and the time also?—Yes. A bad year and wages.

88216. You would leave the seasonal people alone, I suppose?—I should not in any way disapprove of the regularisation of the seasonal demand in the same kind of way. Regularisation of the seasonal demand.

88217. When I say leave them alone, in any system they must more or less take care of themselves.—They are a different problem.

88218. This 100,000 varying to 300,000 is a number of persons who are able bodied and willing workers. Have you ever made any calculation of the number of persons there are who hardly come under that category, the lowest grade of say casual labour?—I have never seen any materials for making a calculation. The casual labourer indirectly affected.

88219. They would hardly be affected by this scheme, would they?—Only quite indirectly.

88220. Your idea, I suppose, is rather to prevent that class to which I have last alluded being increased for the future, and it is for that that you make these suggestions?—Yes, that would be one very important result.

88221. Believing that the people do drift down and down, and after a certain time become incapable almost of good and sustained work?—Yes.

Prevention
of remedy
regards
efficient.

88222. (*Mr. Russell Wakefield.*) Your scheme, as far as I gather, is rather more the prevention of unemployment, than for dealing with unemployment when it arises?—Yes.

88223. How would you preclude the people who are in seasonal work from taking advantage of your scheme, the people who should as you suggest by thrift and other means during the time they are employed, be able to put by for the time when they are out of employment. Would they not be likely to be the very first people trying to get employment under your scheme?—Not I think the artisans, for they would not be able to do the work that was suggested.

88224. I will take the efficient unskilled building trade man, would he not be likely to do so, if he was a man with some grit and go about him?—Yes, when the work was started in the winter, but if the work was started in the summer, and the men who were there were allowed to keep their places, he would not be able to get a place.

88225. Would not the reverse apply under those circumstances, that the people who naturally would be employed in summer, in some of these other occupations, would find it easier to go under your scheme and take work there?—Then other men would get their work in their trade.

88226. Of perhaps a less efficient character?—There might be some slight interchange like that.

88227. Your scheme is for those, if I may put it so, who are possibly 100 per cent. in capacity of work, but have not got it, the people who are quite efficient?—Yes, the people who can earn the standard rate in their trade.

Partly
efficient also
benefited.

88228. Is not the problem at the present time mainly concerned with those who are, shall I say, 25 per cent. below the full capacity either physically, mentally, or in some cases from the point of view of character; they are not ne'er-do-wells, they are not incapable physically, but they are not capable fully in any direction; are not those the people who are generally speaking applying to distress committees for employment?—I should suppose so, but in the kind of work I suggest there would be an attraction to all kinds of labour; some of them would be taken from existing trades as you suggest, and those vacant places could be filled by the slightly less efficient who generally get work in good times. If the whole wage bill of the country was increased there would be some of the less efficient, of course, taken on.

88229. But it is an essential part of your scheme that for the wages paid, full result in work given shall be shown?—Yes.

All value of
work for
wages must
be exacted
an average
basis.

88230. The great difficulty with all the work that has been started, or practically all the work that has been started with regard to the unemployed question is this, that it has been impossible to get the full return of labour for the wage paid?—But my scheme does not go at all on those lines. If a large scheme of work, for example, the building of a dock, is put in hand in the ordinary way, then the fully capable workers, and some less capable, would be employed, and there would be no particular advertisement that this was for incapable people, who had lost work, it would simply be an increased means of using the ordinary channels, whatever they are, for sweeping in labour, and I think you would not get extensively the less capable. I think you would get an ordinary sample of good and indifferent workmen.

88231. Would not the indifferent man be bound, under those circumstances, sooner or later to get into the ranks of the unemployed?—I think not. I am taking the indifferent man to be a man who is employed as soon as trade becomes busy, but is dismissed early when trade becomes slack.

88232. And who becomes very rapidly inefficient for a full day's work, to some extent through privation, and so on?—Yes, I think that my scheme would get rid of that decadence, if it was on a large enough basis; it would be no good starting a little pit of it.

Distress com-
mittees, &c.,
and discrimi-
nation of the
willing from
the unwilling
worker.

88233. Coming to your statement, in the first place in your answer to Question VIII. you say: "No system of distress committees or other agencies can be effective till a means of discriminating the willing and capable worker from others is in force." Have you got any idea of such a scheme of how to discriminate?—No I have not got a scheme ready.

88234. That is the puzzle of the present day, is it not; how to discriminate?—Yes, I think it is the most important thing to be decided in this connection.

88235. Can you imagine any set of questions, or anything of that kind, which could discriminate. Is not the best discrimination, might I not put it, the test of how a man works when you have got him?—No, I think the best discrimination is the test of how he worked for the men who had him before. The only thing I should advocate is that a man should be obliged to give a record of his past time for at any rate a few years, and that that should be available if necessary.

88236. That he should bring, so to speak, testimonials as to how he has worked in recent years?—Yes, and that it should be a custom that a workman should have a record of his services during the past few years, and that employers should require to see that, instead of taking a man on and learning what he is like afterwards.

88237. There is a great difficulty with regard to the very thing you are speaking about in the fact that they are very short shifts that the men work upon, and they work for a very great number of different employers?—That goes very much to show that they are not willing and capable workers, because the willing and capable worker is more likely to remain with the same employer.

88238. Do not a good many willing and capable workers have to do a good deal of looking for work and moving about. Take London for instance, has not a man who is in the building trade to move from one place to another a good deal?—In the building trade I should say more than in most, because of the highly scattered employment, but even in the provincial building trade (I do not know about London), the contractor's foreman will look out for the men he knows if they are worth securing.

88239. As a rule we find, do we not, under the distress committees that it is the foreman or a number of foremen who give the testimony character, it is not the contractor himself, but the foreman?—I should think so.

88240. There is a temptation on the part of an ordinary foreman to say as nice a thing as he can about even a not efficient person if he thought the person was going to get a job, if he was unemployed, is there not?—I should take the record of the time he served. If he is capable the employer will endeavour to keep him, but if he changes from job to job, that tends to show he is not capable.

88241. Is it not in times of special stress that he is more likely to be a moving person in the labour market?—That is why I want the record to extend back a few years. There is no hardship in that. It is what is done in the case of professional people, and also with regard to domestic servants.

88242. Have you definitely stated what you would do with those who are inefficient; I do not mean from the point of character but generally, because under your scheme it would be a large number, at any rate for the time being?—I think if we had arranged for the efficient and capable then we should have isolated the other problem. I have no way to suggest of treating it specially. I know of competing ways, and I take it that that is just what we are all here for.

88243. That is why we want your advice?—On that particular point I am afraid I have no opinion that is worth giving.

88244. (*Chairman.*) I understand that you have worked out your figures on the trade union returns, excluding the superannuated and the sick?—Yes.

88245. (*Mrs. Webb.*) I understand that your scheme is a scheme for dealing with the regularisation of employment, and is not a scheme for dealing with the people who are unemployed, whether the employment is regular or not?—No, for the regularisation of employment.

88246. You do not deal in any way with the whole of the problem of under-employment?—No.

88247. That is outside your scheme?—Yes.

88248. All you are trying to do is to afford a more regular permanent employment, so to speak?—Yes.

88249. You state in order to do that wisely, you would have to consult very carefully the index number of unemployment. Is that index number sufficiently trustworthy for you to elaborate a perfect scheme of dovetailing bad years with good years?—No, I think the index number would have to be improved and extended.

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A means
of discrimina-
ting between
willing and
unwilling
workers.

As to the
inefficient.

Figures
based on
trade union
returns.

The scheme
is regulatory
only.

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Need for
statistical
evidence of
the unem-
ployed.

88250. Do you not think it would be most necessary for the success of your scheme to arrive at the amount of unemployment through some such machinery as a compulsory labour exchange. I dare say you know Mr. Beveridge's suggestion. Is it not necessary before you begin to regularise employment to get some clearing up of the problem statistically through some very drastic means of ascertaining the quantity and the quality of the unemployed?—I think it would be a very good thing, but I do not think it is necessary. I think the Board of Trade could have told any time in the last fifteen years, when such a scheme as I have suggested should be put in force, and a rigid rule is rather necessary to enable them to withstand pressure.

88251. Looking upon that pressure, would it not simplify matters very much if you had an absolutely certain ascertainment of the amount of unemployment?—Yes, very much.

Under-
employment
or casuals.

88252. It would also deal incidentally with the question of under-employment, which is a different question?—I am not quite sure that I know what you mean by under-employment.

88253. I mean employment for two or three days a week, or five days a fortnight, and so on; casual employment. That would not be dealt with under your scheme, it must be dealt with otherwise?—I think it would be affected indirectly under my scheme. I have no doubt that under-employment increases when trade generally is bad.

88254. It would be diminished in bad times by your scheme, but the little pools of stagnant labour that are brought about by competing employers would not be cleared up by that scheme?—No.

Remedy
needed.

88255. We should have to find some other device to deal with that question.—Yes, I separate casual labour at the very beginning; I say that must be treated in a different way.

Compulsory
labour
exchange for
casuals.

88256. Has your attention been drawn to the suggestion which has been brought forward as to the dovetailing of all casual labour by the establishment of labour exchanges?—I have not considered any special scheme.

88257. Supposing you could put to all employers of casual labour the alternative of giving either permanent employment or employing their casual labour through a compulsory labour exchange; and a compulsory labour exchange dovetailing the employment.—That would tend to diminish the number of casual labourers certainly.

88258. You have not considered that?—No. I have not considered any compulsory methods of that sort.

88259. Do you consider that that could be worked in, supposing it was possible, with a subsidising of the trade union unemployed benefits?—Why should you subsidise trade union unemployed benefits?

88260. Supposing you want to encourage people to insure against unemployment, could you not do it by putting before them the alternative of either coming into this compulsory labour exchange, in which they would be more or less moved about without their own volition, according to the demands of employers or joining a trade union and getting unemployed benefits. Could not the State encourage trade unions by subsidising insurance against unemployment as they do in Germany? Perhaps you have not thought about that?—I have not thought about that, and it is a little complicated to answer offhand.

The unem-
ployable.

88261. There is a third thing we have to do besides regularising employment and dealing with under-employment; we have to consider the actual treatment of the people who are unemployable?—Yes.

88262. That seems to divide the subject: regularising employment, dealing with under-employment and treating the people who cannot get employed?—Yes.

88263. That you have not thought about at all?—I rather hope if this scheme suggested were effective that the number of persons actually completely unemployed for long periods would be very small indeed.

88264. There still would be some under the ideal system?—Yes, but I think that would come under a Poor Law system.

88265. Your scheme does not deal with the under-employment or the problem of the casual?—No, the scheme is only intended to deal with the one class.

88266. (Mr. Bentham.) I want to ask one or two questions with regard to your figures. Taking the average of unemployed able-bodied adult males which you estimate at 200,000; I think you exclude seasonal workers from that number?—I exclude seasonal workers.

88267. Still you say that the number would be less in summer than in winter. If that be so should not the lesser number be taken?—No, I think not.

88268. It is seasonal, is it not, if it varies between summer and winter?—I am afraid that the paragraph is a little confused, but my view was that there are trades which are markedly seasonal, as the building trade, the fruit trade, and so on, and that there are other trades, indeed most others, where there is a slight influence of the season, where in general work is very slightly less plentiful in the winter, that would make this slight variation.

88269. Trades you would not really call seasonal trades, only the sum total of employment is larger in summer than in winter?—Yes, I think there are several trades like that.

88270. In such trades as the painting and decorating trades, which are very busy in the summer and very slack in the winter, the wages ought to be high enough in the busy season to tide them over the bad season?—Yes, if they are a class of men to whom no special winter employment is open. In some very few cases there can be alternate trades for the same body of persons.

88271. In your calculation you exclude that class of workman?—Yes.

88272. I do not quite see in dividing the 5,000,000 into 4,000,000 and 1,000,000 why you should say with regard to the 1,000,000 "not casual labourers" and why you have given a figure of 8 per cent. of unemployment; I do not quite understand that?—I was endeavouring to exaggerate rather than under-estimate the number, and I supposed the existence, as is said, of a large number of men who are not casual labourers in the ordinary sense, but who are not regularly attached to a trade like a skilled artisan, men who do not wander from week to week from trade to trade, but men who are rather more easily thrown out than members of industries where trade unions are strong, and than the best of skilled men.

88273. Where do you put the casuals?—I have not dealt with them in my estimate. I exclude them in the second paragraph.

88274. Your estimate of 8,500,000 excludes the casuals, does it?—Strictly they ought to be subtracted from that 8,500,000, from the big divisor, but I have no knowledge at all how big they are.

88275. If you subtract them your figures would not be right, would they: you have left no room in these figures for casual labour?—No, but in the percentage it would make a very small difference, I think.

88276. Why should you take 8 per cent. on the 1,000,000?—I wanted to take a big enough number. If this were worked through again, I think I should reduce the 8,500,000 by an estimated number of casuals, and that would slightly affect the figures, but not enough to make any very great difference. *

88277. As the casual element is the most difficult element to deal with, and the number of which is most difficult to ascertain, it seems as though it would be advisable to make some estimate of the amount of casual labour?—If there were any statistics whatever about the amount of casual labour I should certainly have tried to include them, but there is a total dearth of statistics.

88278. They must be included in the 8,500,000 some where in one class or another, it is your total number of male workers, I think?—Yes, they are distributed through the classes: I suggest that the figures might be corrected by taking the divisor as 8,000,000 and reducing everything in proportion. I think that would only bring down the numbers very slightly, not perceptibly in fact. *

* *Note by Witness.*—If we assume the existence of 500,000 casual labourers in the country, the number of other unemployed would be less than the estimate, and the annual average sum required reduced by one-tenth to one-sixteenth.

suggestion
decrease
situations
the wages
all.

88279. You make a calculation that during the last ten years that employment might have been levelled under your scheme by an expenditure of something like £40,000,000 in wages?—Yes.

88280. You suggest by that that it would be necessary to draw practically £40,000,000 in good times, or some such sum as would meet the decreased wages bill in bad times, in order to level over the periods of fluctuation?—Yes.

88281. That would not cost anything, would it?—It would not increase the expenditure of the country, the total wages bill, at all. It would only increase the wages bill at one time and reduce it at another?—No, I am suggesting the money should be drawn out of capital, from past or future savings; and money spent in wages to the extent of £40,000,000, distributed as I suggest.

88282. But most of the work would be anticipated work, would it not, and there would be less work at a later period. If it has a levelling influence, increasing work in bad times and taking it off in busy seasons, would reduce the wages bill in busy seasons, therefore you would not need that extra amount?—I do not agree with that: I take it that in busy seasons there are not enough workmen to do the work. That is what one constantly hears, that men cannot be obtained to execute orders, and so on, and if that amount spent in busy seasons were slightly reduced, I do not think it would reduce the wages bill. Another way of putting it is this, if you kept all the men at work all the time there would be more produced and therefore more to divide.

88283. But in the busy season really there would be more wages paid if there were more men in the work?—Yes, I think that is the case. The wages are found when the men do the work.

stress
committees
d dis-
mination.

88284. In answer to Question VIII. you say that no system of distress committees or other agencies can be effective till a means of discriminating the willing and capable worker from others is in force. Would it be effective if you had this discrimination, granted you had the records of each person that applied and knew exactly the unwilling worker: would the distress committees then be effective?—I think it could be made more effective, for the good worker would be provided with ordinary work at the proper market value, and the inefficient worker would be dealt with by some quite different scheme, a scheme for dealing with casual labour. I want the distress committee to help the willing and capable workers by means of the scheme I suggest; the others should be treated by whatever scheme you devise for casual labour generally, or whatever Poor Law scheme is advised for those who are incapable of earning.

88285. You think through distress committees willing workers might be found in order to carry out these works that you suggest here during the bad season?—I rather hope that this scheme would tend to eliminate the necessity for distress committees, this comprehensive scheme, but in existing circumstances if a distress committee could find out who were the workers who could earn an ordinary wage they could undertake works without the great loss which is so often found.

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vision for
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ent.

88286. Do you suggest that inducements should be held out to workmen in the shape of work being found for them by the State when they happen to be unemployed?—No, I do not.

88287. Do you think it would slacken the efforts of the men themselves in trying to provide for periods of unemployment, or even seeking work for themselves, if they could rely on someone else finding situations for them when out of employment?—It would undoubtedly make them less efficient and slacker if they could depend upon work being found for them when they wanted it.

88288. If they could depend on being moved by free railway tickets to places where they are wanted, it is not likely they will search for themselves: they will wait till they are sent for?—I think there should be a system of labour exchanges arranged so that a willing man who cannot get work in his own place could get this professional assistance, as it were, to recommend him where to go; because at present with the best will in the world they cannot tell what the condition of labour is except in their immediate neighbourhood, and I think there are very few people who could really advise them in our existing state of ignorance.

88289. It naturally follows there must be a complete system of labour exchanges, in order to achieve that object?—Yes.

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88290. Those labour exchanges could be established without any provision of work at all on the part of the community with benefit, could they not?—Yes, it would be important that it should be understood that they did not give work.

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The need for
labour
exchanges

88291. That is to have no connection at all with any provision of work by any public body?—Not at all, it is merely an exchange for information.

88292. It would be necessary to have it under some body other than the distress committee, lest those who entered their names did so for a dole of work?—I think it would be a perfectly distinct body, but when the labour exchanges found themselves overloaded with applications, then might be the time for putting a distress committee to work.

Collabora-
tion with
distress
committees.

88293. That is, suggest to the distress committee they should establish some works in order to absorb the people out of work, who were registered?—Yes, and for whom there was no known demand elsewhere.

88294. That suggests two organisations being formed in a district?—Yes, of which the labour exchange would be permanent, and the distress committee I hope only function very rarely.

88295. (*Professor Smart.*) You are aware that the opinion is very widely held amongst certain classes that unemployment is increasing?—Yes.

Increase of
unemploy-
ment.

88296. You are aware of the phenomena upon which that opinion is based, namely, that in all trades there appear to be more applicants than can find places?—I do not think that actually occurs.

88297. You think it does not occur?—Because I have been very often told by employers that they cannot get the hands they want.

88298. On the other hand all trade unionists will tell you that such is always the case. If you did find at any rate that in all the great trades there were more applicants than could find places, would that not prove that the mal-adjustment at any rate was very great?—If there were a great number, yes, the mal-adjustment would be great.

88299. I see you dwell upon the theoretical point that all the labour in the country is employed. You state that as a matter of theory?—Not that all the labour is employed; I should rather correct that and say that when there is unemployed labour, forces are called into play which tend to employ it.

Unemploy-
ment and
adjustment.

88300. But then you admit that the adjustment may take a long time?—That the forces may take some time to act.

88301. If the adjustments take so long to act it has very much the same effect as if there were permanent unemployment, has it not?—Yes, except that different classes of men are thrown out from time to time; there is no necessity for a permanently unemployed class of men, but only for a permanent flow of men out of regular work into temporary ranks of unemployment.

88302. You trust that that disappears, at any rate, in the second generation; the young people can be specialised into the lines that are profitable?—Yes, I think that one can observe that that is being done in very many instances.

88303. Is it not possible that this continual increase of employment, which you spoke about, may be for a class of labour that is not being provided?—Yes.

88304. The community may not be raising the proper kind of labour fast enough.—I think that the community is not training its labour in the right direction. I think that phenomenon is actually occurring at present.

Increase of
the right
class of
labour not
being
provided.

88305. It is only if there were perfect adjustment between the supply of labour and the demand for it, that of supply and demand. there would be this perfectly harmonious employment of labour?—It means perfect adjustment in order that there may be complete employment.

88306. Not only mobility you would say, but perfect adjustment?—The flow of young labour into a trade is so very rapid, that a trade could be supplied with new labour, or deprived of its existing quantity of labour with very great rapidity.

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—It may be.

88308. It may be so serious for example as to demand some very drastic means of educating the younger generation ?—It might be.

88309. For example you might find that the means of educating the younger generation were diminishing, the old apprenticeship facilities, for example ?—Yes.

88310. And in that case you might say that the nation would require to take some strong measures to keep back the children from going prematurely into trades ?—I think it is quite possible that the State might be well advised to take control of lads and girls up to the age of sixteen or seventeen, so far as directing their education.

88311. That is what you are really aiming at in answer to Question VI. ?—Yes, except that I prefer it should be done by voluntary gradual growth, than by an external compulsory scheme.

Education of
young people:
part time
employment.

88312. You make a proposition there that young people between fourteen and seventeen, as a condition of going to evening classes, should get off from say six to nine in the mornings ?—Yes.

88313. Is that an idea of your own ?—I do not remember to have heard it, but it seems obvious that if a lad is at an evening class and therefore tired and late home, that he cannot be an effective worker before breakfast next morning, and also the quarter before breakfast is I believe the least productive of all the hours.

88314. There would be great difficulty would there not in employing young people for three quarters of a day to work along with other people working the whole day ?—It depends on how necessary the young person is to the undertaking. If he was an errand boy or an office boy, it is quite possible he could do all his work after 9 o'clock.

88315. But take a helper at a machine for example ?—It would need a slightly larger supply of help of that kind, if part was absent.

88316. That was the old system of half time, that half the children were at work, and half at school ?—Yes, some modification of that, specially adapted to the town and trade of course. After all these lads and girls, who are learning, are not very necessary, in fact they may be even a hindrance to the carrying out of the work.

Difficulties
of finding
employment.

88317. Recurring to the general question, what always happens if I have an unemployed workman on my hand ; no matter how skilled he is, it is difficult to get him a job ; employers always say they have plenty of men ?—Men of any age do you mean ?

88318. A man of any age and any skill. It will take some weeks probably before you can get him into employment.—It depends partly on the reason why his employment has left him ; if it is a general depression in that trade, of course it is difficult for him to come in, but if it is accidental to him personally, then it depends on the sources of information there are at hand.

Non-
specialisation
in childhood.

88319. You favour, and I think we all agree, non-specialisation in too early childhood, but how is this non-specialisation to be secured ? Do you not find the tendency of technical schools is to specialise ?—I think it would be secured partly by advice to the child's parents in putting him into a trade, and a scheme of education where he was learning things which would be ultimately useful, and partly by a wise non-specialisation in the so-called technical schools. I would rather have a general education than a very technical one given, and leave the technical education to be acquired in the workshops.

88320. We have not arrived at any permanent ideal of technical education yet, have we, so far as you know ?—Not so far as I know. I think that very likely some of the existing schemes are working well, but I have never studied it specially.

Industrial
changes.

88321. You say that no such catastrophe as the hand-loom collapse has occurred again. Was there not something very like that in the boot-making trade ?—At what date ?

88322. Within the last ten years, when the hand boot-making was replaced altogether by machine boot-making : that is one of the very few instances, but I think it is

somewhat parallel, is it not ?—Yes, but I do not know what amount of distress that caused in the boot trade. I imagine it would not have been so great as that of the hand-loom weavers, or one would have known more about it.

88323. It was not so large a trade, of course. In Labour Question VIII. you speak about the discrimination between the willing and capable worker from others. Is that not one of the good effects of the labour exchange ?—Yes.

88324. You admit that is one of the principal things a labour exchange would do ?—Yes.

88325. It would be a labour test, in other words ?—Yes, a man who was not willing to put himself under its machinery, would not be a willing and capable worker.

88326. So that really the labour exchange is one of the things that you desiderate ?—Yes.

88327. You say practically that the labour of the country is employed, and yet that the demand for utterly unskilled labour is diminishing ; you must mean that the supply of utterly unskilled labour is also diminishing ?—I think that is one of the wants of adjustment which may be very serious. I think I have got the idea originally from a letter by you yourself, two summers ago, in the "Spectator," where you discussed that very question. I think that is the want of adjustment which many of these other suggestions are meant to put right.

88328. (Dr. Downes.) In your Answer II. you state that no adequate evidence has yet been produced showing that middle-aged persons find an increasing difficulty in getting work. How would you broadly define middle-age in relation to modern industry ?—Forty.

88329. I have a diagram here which shows that the men of that age are coming into the workhouse in greater numbers than formerly. Drawing your attention to the fact as shown by that diagram, that males in workhouses appear to be coming in at an earlier age in increasing numbers, can you suggest any cause of that ?—A possible cause would be the improvement of the conditions in the workhouse ; and, of course, a possible cause is the alleged cause that we are discussing. I do not deny it may have happened at all, only this is the first evidence I have really seen.

88330. You would regard that as possible evidence which might have to be sifted further ?—I should regard that as a case for enquiry.

88331. Is there any evidence as to the duration of efficiency now and formerly ?—I do not know of any.

88332. That is to say, whether it is broadly shortening or lengthening ?—It would be a very difficult thing to establish.

88333. Is there nowadays an increased scrutiny of a man's physical condition in regard to employment ?—and I do not know that there is. I suppose that an employer would select the best man available physically.

88334. Should you suppose that the Workmen's Compensation Act, or other conditions of that kind, have affected the view of the employer as to the men he should employ ?—I think it has possibly affected his view, but not to a very great extent.

88335. If that increased scrutiny on the part of the employer did exist, would it not act disadvantageously to the man of middle age as compared with the younger man ?—It would depend as to whether experience or physique was needed in the occupation ; but I imagine that that kind of discrimination would always have taken place ; there is nothing specially new in that.

88336. You yourself do not recognise any great increase in that discrimination, is that so ?—I neither affirm nor deny. I have not had any serious evidence put before me which concerns it.

88337. When you say that it may be expected that the processes of production would be adjusted till the middle-aged are again employed, you are again supposing, I assume, that those middle-aged men are healthy men ?—Yes, that they are capable of work.

88338. Supposing that some of them were tubercular, would you expect to find those men being absorbed into employment again ?—I should expect always to find where there was any capable person unemployed there would be a force at work tending to bring him into employment.

88339. Is it not the fact that other forces are arising in the shape of new views as to conditions of health; I give you as an example tuberculosis that I have mentioned; tuberculosis now-a-days is regarded in a different light to what it was a generation ago?—Yes; that would of course affect the question.

88340. I understood you to say that you would not advocate the emigration of the inefficient. In using the term inefficient are you regarding the country from which they come or the country to which they go?—The country to which they go.

88341. A man may be inefficient in the old country and yet efficient in the new?—Certainly.

88342. With a different environment?—Yes.

88343. In those industries which are subject to foreign competition is the labourer in any way handicapped as compared with his foreign competitor by reason of his cost of living and mode of living in this country?—Not as regards his cost of living, because if he spends his money well he is increasing his efficiency, but his mode of living, of course, might make a difference.

88344. Is that not rather assuming that increased expenditure necessarily means increased efficiency?—I do not think it necessarily means that it does; but it is rather pointing to the rather widely held opinion that it generally does.

88345. Taking the question of food, up to a certain point no doubt expenditure on food increases efficiency?—Yes.

88346. Over a certain point it is wasteful expenditure?—Yes.

88347. There is an allegation that the British workman is not so careful of thrift in the matter of food as his foreign competitor. Have you considered it from that point of view?—I should think that is very probably the case.

88348. If that is so, is the British labourer to that extent handicapped in the competition?—It depends on whether frugality and over-care in the saving of household expenses does or does not injure the labourer.

88349. I am assuming that the man maintains a proper equilibrium?—The man who maintains the best equilibrium between his expenditure and nourishment, of course, by so much is the better labourer and the strongest competitor.

88350. Assuming that the man maintains himself abroad by a small cost of food in equal efficiency to the British labourer on a high cost of food, a wasteful cost of food, the British labourer is so much at a disadvantage?—Yes, in competing for a particular kind of employment, in producing that particular commodity.

88351. So that thrift in household management, so long as it does not impair efficiency, would be advantageous in the international competition?—I am not prepared to admit that. I admit that in the production of the particular commodity the foreigner would be a stronger competitor, but I am not prepared to say that what is true for one trade is true for the interchange as a whole.

88352. I put it that the question of food affected different trades in this way?—I understood your question to be that if it is a case of whether some particular kind of goods ought to be produced in England, or we will say in France, that the French competitor would be the stronger competitor if he adapted his expenditure better to the production of his energies; and as far as that particular kind of thing is concerned I admit it; but when one comes to take all the commodities together one has the general balance of trade to consider, and all sorts of other forces come into action.

88353. The cost of the labourer's food would, I suppose, have to come out of the cost of the production of the commodity?—Yes.

88354. So that the more extravagantly the labourer lives the higher the price of the particular article?—He may spend more on food and less on saving, or more on food and less on enjoyment.

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88355. I am rather keeping myself to the one item of the cost of food?—The cost of food has certainly to be paid for from the selling price of the commodity.

88356. That is to say if a man can keep himself in health on an economical food, the commodity which is produced by him might be put on the market at a lower selling price?—It might be.

88357. (*Sir Samuel Provis.*) If I rightly understand your plan, you would have a Government fund provided level up out of which the cost of certain works would be defrayed in times of distress; but those works are works, are they not, or some of them at all events, the cost of which would ordinarily be defrayed by local authorities out of the rates?—I think that the Government and the local authorities might very well work together in the matter.

Scheme to de-employment.
The Government and the local authorities.

88358. Your fund would be established from the taxes, would it not?—I do not see why it should not be a joint fund based on both rates and taxes, that the municipalities who undertake a great deal of constructive work should not work in with the office administering the fund, and put their work in hand when they were advised to by the central authority.

88359. Would you contemplate, even in that case, that some part of the cost would come out of the Government contribution to the fund?—No, I imagine that the whole cost would be paid by the body who wanted the works. It is possible that the cost of administration might come centrally.

88360. Therefore your scheme is not intended to involve a sort of Government subvention of the local authority for the erecting of school buildings, the making of roads, and so forth?—No; it is not intended to involve that; but it might cause the re-adjustment of the relation between the central and local finances.

88361. Thereupon you would have this difficulty, would you not: that a building like a school building, which ought to be erected because it is required, would be put off in order that it might be paid for out of this fund, so that the local authority did not bear the whole cost?—I should not let the arrangements make that possible.

88362. You have not, I think, in your scheme, quite worked out how far the local authorities would be affected by that financially?—No, I have worked out no details, but I certainly intended to include work by local authorities as well as work by the central authority as proper subjects for the scheme.

88363. The incidence of the charges would not be dealt with at the time the fund was established?—No.

88364. (*Mr. Patten-MacDougall.*) Do you distinguish between the making of roads, which is more an imperial matter, and the erection of schools?—Yes. I instanced roads because I thought they could be made an imperial matter, although they are not at present.

88365. Had you in view any particular recommendation to that effect?—No.

88366. There is a recommendation of the Local Taxation Commissioners in favour of main roads being made an imperial matter and paid for out of imperial grants. Had you that in view?—I had not that particular statement in view, but I had the statement that one frequently sees and agrees with, that the main roads are more than of local importance, and could well be taken in hand by a larger authority.

Mr. Albert
Hobson.

Mr. ALBERT HOBSON, called ; and Examined.

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88367. (Chairman.) You are a Past-Master Cutler of Sheffield, and senior partner in the firm of Messrs. T. Turner and Company ?—I am.

88368. You have been kind enough to prepare a statement which, if you will hand it in, we will treat as your Evidence-in-chief ?—Certainly. (*The Witness handed in the following Statement.*)

Experience
of witness,

1. I have had a wide experience of the lighter industries of Sheffield. The business of which I am senior partner has departments engaged in the manufacture of a great variety of products.

These departments include :—

- (1) Steel melting furnace.
- (2) File department.
- (3) Saw department.
- (4) Table knife cutlery.
- (5) Pocket knife cutlery.
- (6) Razors.
- (7) Scissors.
- (8) Plated cutlery department.

In addition to my experience of these departments, I am a Director of Messrs. W. Jessop & Sons, Ltd., one of the heavy steel concerns at the east-end of Sheffield, and Chairman of Messrs. J. J. Saville & Co., Ltd., Steel, File, and Tool Manufacturers.

Causes of un-
employment.

2. The evidence I shall be able to give will mainly bear on Subject No. 2, the Causes of Unemployment.

The tran-
sition of
handicraft to
mechanical
methods.

3. In the lighter trades of Sheffield a transition is slowly going on from handicraft methods to machine methods. Machinery for several branches of the cutlery trade has been more fully introduced in Germany than in Sheffield.

4. I will give the causes as to why it has been easier to introduce this machinery in Germany than in Sheffield, and will point out the pressure on Sheffield industries thereby created.

As a result of this pressure, machine-stamped scissors are being substituted for hand-forged, and partly machine-ground razors for the wholly hand-ground article.

Machinery
conduces
towards un-
employment.

5. As a result of the introduction of this machinery, there is undoubtedly some displacement of labour, which conduces towards unemployment.

The appren-
ticeship
system and
training.

6. I will also give evidence as to the partial breaking down of the system of apprenticeship, and of the fact that no adequate substitute has yet been found for this system in most of the lighter Sheffield trades.

7. In many cases at the present time, the training of boys or young men who are put to a skilled trade is of a very imperfect nature, with the result that when they cease to be profitable at boys' wages, in doing some small repetition operation, because they have grown up to desire a man's wage, they are very often only ill-trained, or only partially trained to act as independent workmen.

There is no doubt that these badly trained men swell the number of the unemployed, whenever trade is not at its very best.

Insufficient
supply of
boys to be
trained.

8. I will further give evidence as to the difficulty of obtaining a sufficient supply of boys to receive such training in skilled handicrafts as can at present be given.

This difficulty in finding boys appears to be due to several causes. One cause is the too literary education given at the Board schools. Boys leaving the higher standards in the Board schools seek openings for cheap brain labour, in preference to skilled trades. As the result there is an overcrowding for posts as clerks, and in offices of all kinds, and boys also seek posts as telegraph clerks, post office clerks, railway servants, and in the departments of the municipal corporations. Boys leaving the Board school also display more impatience than was formerly the case, at the monotony of the repetition work necessary to gain skill in a trade.

Methods of
training.

9. The methods used by workmen teaching their apprentices, do not, in the opinion of the boys, compare favourably with the methods of their teachers at the schools. In many cases the boys are better educated than the men under whom they would work, with the result that there is a certain attitude of criticism and resistance on the part of the apprentices, which is greater than was formerly the case.

10. In many cases, boys can obtain higher wages in unskilled employment, than they can as apprentices to a skilled trade, and the result is that with improvident parents the future of the boy is sacrificed, owing to the immediate inducement of these higher wages. Higher wages for boys in unskilled labour.

11. When boys have been bound apprentice, cases are more frequent than formerly in which they are tempted to break away, when partly taught, from the man with whom they are apprenticed, by offers of higher wages in order to put them to some small operation at which they can acquire special skill, but which insufficiently trains them, when they come to be men, to be good workmen. Workmen who have had apprentices break away from causes like this are very reluctant to take another apprentice, and go through the trouble of teaching him in the earlier stages, as in most cases the apprentice is not profitable to the workman until the last two or three years of his apprenticeship. Apprenticeship as affected by wages for boys' special skill.

12. Even if a boy is legally and properly bound apprentice, the difficulty of forcing him to keep his contract by any legal action is sufficiently great, that the practice of binding boys apprentices is practically dying out. Enforcing contracts by apprenticeship.

13. Under these circumstances, the bargain in which the boy works under the workman is often of an informal nature, and is therefore not enforceable in case the boy is induced to break away from the understanding.

14. In my opinion there is very little unemployment of competent skilled workmen. Employment of skilled workmen.

It becomes increasingly difficult to find skilled men to carry on manufacturing, and there is room for far more men to be employed, if they could only be well trained.

If the difficulties of training skilled workmen could be overcome, there would be very little unemployment except amongst such section of the population as is below the level which renders them suitable to be trained for anything but casual labour. Training skilled workmen.

88369. (Chairman.) I gather you have had a very large experience in what I suppose I may call the hardware business generally ?—Yes ; I should like to distinguish for a moment between the two forms of my experience of Sheffield business. In my own works, where we employ about 800 work-people, including men, women and apprentices as well, there is the piecework system ; and in the other works I am connected with, the steel works in Sheffield, they are partly piece-workers and partly time-workers. I have also considerable experience, not mentioned in my statement, as a director of Hornsby's, the agricultural engineers at Grantham, in the engineering trade ; and prior to being on the Board at Hornsby's I was connected with an engineering firm in Lancashire, which has been amalgamated with Hornsby's ; so I have experience in both forms of payment ; piecework and timework.

88370. Taking these various forms of industry, I suppose that in the very heavy departments there is a large proportion of unskilled labour to the skilled labour ?—That is so. Proportion of unskilled labour to skilled labour.

88371. Could we say that it almost graduates, and as the work becomes finer and finer so the proportion of unskilled labour becomes less ?—Yes ; for instance, at my own works we have altogether, I think, only three men out of the 800 who can be classed as unskilled labourers in the producing workshops. Of course, we have a large staff of packers and girls and handlers of finished goods who have skill of a certain kind, but are not classed as skilled labour.

88372. Messrs. Jessop forge very big ingots, do they not ?—They make every form of steel from the steel for pens, which is a large department with them, right through to castings for the ram ships and propeller-shaftings for the Navy, and other big work. I may mention here that in connection with this concern we have works in America at Pittsburg, which I have visited ; and I am familiar with our American workers' conditions as well as the English workers'. In connection with Messrs. Saville we have works in Russia ; I have not visited those, but I know something of the conditions of work there.

88373. Should I be right in saying that the mass of employment in Sheffield is skilled ?—Yes, the mass of it is skilled, undoubtedly.

portion of 88374. Are there certain branches of trade connected with steel, say in South Wales, in which the proportion of unskilled labour is considerably greater than that of skilled?—Yes, that is so; but then those will be works for the making of open hearth steel and constructional steel, plates, rails, and girders. That class of constructional steel work has largely left Sheffield to go to the coast. I do not say there is not a large amount of open hearth steel of the better qualities made in Sheffield; but still of course, in the steel trade, the better the quality of the steel the greater is the proportion of skilled workmen required and the smaller is the proportion of labourers; but in the East End even of Sheffield, for instance at Jessop's works, there will be a considerable number of so-called labourers employed.

88375. I suppose when you come to smelting processes there are a number of men moving weights, and things of that sort?—A number of men are employed by contractors for furnace work, and things of that sort, who are practically labourers who have risen very often to 25s. or 26s. a week from £1 a week because they have acquired a certain amount of extra skill in connection with the furnace; they are not really skilled handicraftsmen, but they are workmen who have acquired some skill in that particular furnace work.

88376. It would be interesting if you could tell us why it was easier to introduce machinery for certain classes of work in Germany than it has been in Sheffield?—For two reasons; the first reason is that the work in Germany to which the machinery was applied was a very much commoner trade; and the commoner the trade the easier it is to produce a machine to do the work. For example, take the scissor trade. The German scissors which were introduced into England after an unfortunate strike in Sheffield in 1874 were cast metal scissors originally; they were well finished for a cast metal article, but their merits as a cutting article were small. From the cast article the German developed his trade into a stamped article; and the stamped article became sufficiently near to the quality of the hand-forged Sheffield article that it began to compete on the market. I have no hesitation in saying that the future of the scissor trade even in Sheffield will depend on the adoption of stamping instead of hand-forging; you can stamp nearer than you can forge, so that there is a good deal of grinding saved; and with a modern stamp you can stamp from fairly good steel. But the Germans, coming from the cast metal, had a demand in quantities for simple patterns, and they have made an improvement by the stamping; if we had taken up stamping at an early stage we should have made a depreciation in our goods, and not so well have satisfied our customers. If you have a common class trade patterns are very few, and a much greater bulk is available to keep the machine running; but in the better class trade patterns are very numerous, and there is not sufficient bulk to keep the machinery going profitably. To give another example in the scissor trade: if you put a pair of dies in a stamping machine, and take some trouble to adjust them, you want to run them as long as they run economically before you take them out again; you want to make 800 or 900 dozen pairs before you disturb them. In the Sheffield trade if you did that you might make a year or two's supplies of one size of one pattern, and to avoid this overstocking you must be constantly changing your dies, which is not economical.

88377. I suppose it really was that the Germans started a competition by substituting an inferior article for a better made article?—Yes, an inferior and very cheap article which was originally largely bought; not many came originally for the home trade, but they were largely bought to re-export to markets where price rather than quality governs the purchase of the article.

88378. Has Sheffield at all adapted itself to the new conditions?—Gradually it is adapting itself. As a matter of fact there are thousands of grosses coming into Sheffield at the present time of German stampings, they are being finished in Sheffield; but there is an industry growing up of making Sheffield stampings for the purpose. You can stamp as cheaply in Sheffield as in Germany, and indeed I should feel inclined to say slightly more so, because in some cases Germany will come to Sheffield for the steel which is to be stamped

in Germany. The difficulty of taking up stamping in Sheffield is largely the difficulty of the multiplicity of patterns that Sheffield has been accustomed to make. The second reason is the difficulty that the trade has yet to re-organise itself to the new conditions in this sense: that in Germany the stampers are a separate trade and stamp for the whole of the cutlers in a town, and to a large extent our people restrict themselves to stamping each manufacturer for his own trade. In Sheffield there has not been sufficient organisation amongst the manufacturers, or sufficient willingness to organise, to put up stamps for the whole trade, and if each manufacturer wants to start a stamping machine of his own he will stamp too much for his own trade. These difficulties are being slowly overcome, and stamping as being the basis of the Sheffield scissor trade is coming in and will do something to revive the Sheffield scissor trade which has been one of the least progressive branches of the cutlery trade for the last twenty-five years.

88379. I suppose the introduction of machinery, Machinery, partial as it has been, and limited as it has been in Sheffield, in the manufacture of scissors and such articles, has caused a certain displacement of employment?—Undoubtedly it tends to displace the hand forger, but the displacement is sufficiently gradual, so that I think it corrects itself more by a failure to bring apprentices in and increase the number of men in the trade rather than by any very great amount of dearth of employment amongst men who are already in the trade. All these changes are very gradual, and as a general rule that is the way they correct themselves.

88380. Supposing machinery were brought in for the stamping of scissors, and so on, I assume that the machinery would be watched and controlled by cheaper labour than the hand labour which previously made the scissors?—That is true, but it does not cover the whole ground. The man who had to adjust the dies, and who was head foreman in charge of the hammer making those stampings, would probably be better paid than the hand-forging, and he would employ an amount of cheaper labour heating steel to come to the hammer, and so forth, and consequently there would be a combination of some cheaper labour, and some even better paid labour.

88381. The system of sub-contracting applies very much Sub- in Sheffield, does it not?—Yes, it does exist. Sub-contracting takes two different forms; in the case of large works in many cases one man will contract to do the work, and will employ his own men, not so much working himself as superintending, but in the smaller works the system that is taken up is not so much the one man employing other workers, as in the constitution of what is known in Sheffield as teams, by which the workman sub-divides the labour, and whilst working himself also employs two, three, four, or five, less skilled men, and the further sub-division of the labour enables him at piece-work prices to obtain a better out-put and a profit for himself beyond his own labour, so you see in one case the man will really be a contractor, and in the other case he is a workman calling in inferior workmen to make up a combination.

88382. Who would call in the workmen, would it be the man who was the head of the team, or would it be the manager?—In both cases the man who is head engages, as a rule, his own men; and those men are not recognised by the firms who employ them in any way; they do not appear on the firm's wages book; they are discharged or engaged at the will or wish of the contractor or team master.

88383. Are they recognised by the firm for the purpose of insurance?—For the purpose of insurance if your sub-contractor is big enough he will be primarily liable, but as a general rule the employers, in view of the fact that a claim, for death at any rate, could not be met by the contractor, cover all that sort of claim in their workmen's insurance scheme.

88384. Would these contracts apply to small things, such as scissors?—The team system applies to the small things more than the contract system. The team system is to a certain extent forced on manufacturers. I am averse to the team system, but I cannot entirely do without it. The reason for that is that if you are not

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Germany
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willing to employ a team yourself, someone has an out-worker who does employ a team, and he is able to undersell you; therefore you are driven to a team, whether you want it or not, because if you refuse to avail yourself of the cheapest system of producing goods, you will lose the trade.

88385. Why does the team system cheapen goods?—The team system cheapens goods by the further subdivision of labour. Part of the advantage resulting is kept by the team master and another part goes to the employer in a reduction of price. Take as an instance, the case of a man who is a table knife cutler; it is his business to prepare the bolster, which is at the junction of the blade with the handle, to bore the handle for the methods of fastening it, which will be various, to attach the handle, and to polish the handle. The table knife cutler who is a competent workman will do all of those operations himself in turn; he does not take one knife and take each operation, boring, and so on, and finish the knife, but if he has six dozen knives out, he will bore the whole six dozen handles, he will finish the whole six dozen bolsters, and will attach the handles, and do the polishing, each operation in turn; but he cannot acquire the same amount of skill at those four or five different operations as if he were doing nothing else but one; so he will, therefore, take himself the most difficult operation, perhaps the finishing of the bolster, perhaps the fastening, and so on, and he will leave the polishing processes to youths or apprentices, or in some cases to girls. In some cases apprentices have grown up to do only that one thing, and they grow up sufficiently expert at it. As a result apprentices, youths, or inferior labour, working always at one process, become so much more expert at it that the work is as a whole passed through more quickly, and more wages are earned at the piece-work rate. You must put it thoroughly down in your mind that the system in this industry in Sheffield is a piece-work system; the prices are payable per dozen.

88386. I suppose to put it plainly, the head of the team hustles those under him better than the manager or foreman of a big works could?—Undoubtedly he does. There is no question about it that the man who most hustles is a workman who is going to get a profit out of other workmen. He knows exactly what they can do, and he sees he gets it done. It is not only that, which is one element, another element is the admitted skill a person obtains in repeating always the same operation, and the fact that some of these operations do not require much time to learn. A youth or a girl who is polishing a handle, can in six months be nearly as good at that work as a man will be when he has served his apprenticeship, and is worth £2 a week, and as to polishing handles he may as well get somebody at, say 7s. a week to do that work, because he is paid a rate of wages for the polishing of handles, on the presumption that he is going to do it himself, and by paying the less skilled portion of the labour on a lower scale, he gets a profit on it.

88387. That ought to result in there being a gradation of labour, and those of the lower scale having a chance of rising?—It ought to result in that, but it too often results in their being kept the whole time of their apprenticeship at one little job at which it pays their master best to keep them, and they then become very inefficient work-people to go forth in the trade, because a man who has worked at polishing handles, and done nothing else, cannot take blades and handles from a manufacturer's works and put them together, because he only knows one-quarter of the process, and is not skilled at the other three-quarters, consequently he is not an all round worker who might work on his own account; and he has to get, even though middle-aged, a place in a team, to do the job he has been at before, and that is very often a very limited scope.

88388. That rather leads on to the subject which I am sure we should like to have your opinion upon, and that is why the system of apprenticeship is breaking down, and also your belief that under the present training a great many boys are inadequately qualified?—The system of apprenticeship is breaking down for more reasons than one. I think I place emphasis chiefly on the fact that boys do not wish to go to a trade when they leave the present School Board education. It is regrettable that they do not, they prefer to go to any

kind of occupation that is not apparently to them, an arduous one. They would rather be telegraph boys, or postmen, or go on a railway, or almost any means of occupation, than go to a trade. Another difficulty is that, if they are not put to a skilled trade in the earlier portion of their going to work, soon after they leave school, they get better wages than if they were put to a skilled trade.

88389. Therefore, I suppose that the parents in certain instances encourage men to go into the other work?—Yes, in some cases. I was asking in my own factory last Friday with a view to this enquiry, and I had then an instance. My table knife manager came to me and said that an apprentice who was earning 6s. a week at sixteen, which is not a great wage, but not inadequate for an apprentice in view of what he was learning, was being removed by his parents because they could find work for him where he would make more money. The result is that that boy when fully trained would have earned an average wage of from 30s. to 35s. a week, taking good and bad trade together (he would have earned 45s. in good times), but he will now be reduced to a casual labourer earning 25s. a week, therefore they are taking 10s. a week off his earning capacity from twenty years to sixty years of age for the sake of getting a few extra shillings for the next few years.

88390. That is not an isolated case?—No. Of course, there are faults on both sides. The system of apprenticing by actual indentures is not now carried out and it has become a system of putting a boy to a trade at will and removing at will, and sometimes a man takes advantage of trade being bad to rid himself of his apprentice with a view of doing the whole work himself, consequently although I think most of the fault lies with the parents, in some cases the parents get left in the lurch by the workman with whom they put the boy.

88391. Is not the team system that you have described to us, rather hard on boys who wish to become competent apprentices?—In its ultimate results I think it is rather hard on them, but you must recollect that the team system again lends itself to their being better paid for the time being, consequently parents in some cases would rather put a boy in a team than make him an apprentice where he would not be in a team.

88392. A boy does not go into a team as an apprentice, does he?—No, he goes as a member of the team to do a small operation. If he has great skill and enterprise he will try and learn all round to do everything, and then a team is a good school; but if the man at the head of the team is studying his own interests and keeps him to one operation, he will only learn one trade. An apprentice at 6s. a week may be taken away to go to a team to do one small operation for which he may receive 9s., 12s., or 15s. a week, which will be more than he would have done by being a continuous apprentice, although then he would have been taught everything necessary to make him a skilled workman.

88393. It seems to me that the team system makes it rather to the interest of the head of the team not to give his boys an all-round training?—That is so, it gives him, as you say, an interest not to give him an all-round training, and the boy who is going to get an all-round training under the team system is going to be a boy of very great strength and force of character.

88394. Do they put their own boys in the team?—In many cases, yes.

88395. Then they would train him properly, I suppose?—There would be more inducement to them undoubtedly to train him properly: they would have a natural ambition that their boy trained in their team should be competent to become the head of another team, and natural affection would make them give their own boy a better chance than a stranger.

88396. You are not very well satisfied with the education at the board schools?—I am not.

88397. You say it is too literary and there is a tendency to wear a black coat instead of a fustian coat?—Yes. If I were to advertise to-morrow for a ledger clerk, at 30s. a week, I would get thirty applications, but if I were to advertise for a skilled workman at 50s. a week it is doubtful whether I should get two applications, which is a rotten state of things.

Breaking
down of
system of
apprentice-
ship.

Team sys-
tems and
apprentice
ship.

Breaking
down of
system of
apprentice-
ship.

Quality of
board school
education.

88398. Should you say it is much the same class that applies?—Yes, much the same class. It is due to reluctance to go into skilled trades, and due to their breakdown of the system of training skilled workmen.

88399. You think the boys having been in contact with teachers who talk grammatically and use literary English, are a little apt to despise their practical teachers in the trade?—I am sure that is so. They have come from the board school with certain ideas of what a teacher should know and what a teacher should do, and if they are better educated than the workman they are rather apt, with the confidence of youth, to assume they know more than the man and not to give him the unhesitating obedience that they used to give him in former days, and that tends against the discipline of the apprentice.

training of
American
workmen.

88400. It would be very interesting if you would tell us your experience with regard to the American firms. Should you say the boys there, the rising generation are better trained for their sort of work?—No, I do not think they are. As a matter of fact employment is much too casual and less continuous in America. You have a flood of men through your works, and you have to winnow them out by a very patient and trying process to get men who are really of some use to you for any skilled work. The only thing is that the American workman is in himself so much more energetic, so much more eager, so much more ambitious, that they are very much more adaptable than the Englishman, that is the best of them. They are worse trained, but more willing to learn.

88401. The avenues of self-advancement are much bigger in America, that may be the reason?—I think that is something to do with it, but the whole American way of looking at a thing is so different. Take anything you like. Put a pen-knife before an American and tell him he has to make so much of them. He looks at it and says: "There are so many dollars in that for me: how quickly can I lift them." If you put it before an Englishman he says: "Feyther and grandfether made thirty bob a week at that, how long can I make it last." That is of course an extreme illustration, but very much what it amounts to.

industrial
aiming.

88402. We have had evidence very much of the same character as that you have given us about the inadequacy and unsuitability of the training of the boys of the rising generation. What do you suggest?—I should like as much hand and eye training given in the board schools as you can find time for, and as much encouragement given in that as possible. I heard the last witness say he did not think it worth while to train a boy in the use of tools till after his primary education was finished. I wish to say that I dissent entirely. The sooner you get tools in a boy's hand the better, simple tools for wood carving or anything that a school board or education committee would think best fitted to the trade in their district. I should like to see the Board of Education willing to encourage experimentally any local efforts in this direction, and to give a further increase where they found the experiment was satisfactory. I must say after the boys have left the board school, in the seventh standard, or whatever standard they get away from it, that certainly I personally am in favour of compulsory attendance at evening schools.

88403. Up to what age?—Sixteen. At those evening schools I would give a considerable choice of work at which they might attend, not necessarily literary work, but anything in the form of technical training that the locality could provide, thereby making the school of assistance to any boy who had gone into trade in that district to make himself efficient and worth more money. If a boy had gone into any trade, and he found he could get training at a continuation school which would help him in that trade, he would gravitate to that class, and I should allow him to put his compulsory attendance at that evening school on such work, without in any way tying him to take any particular literary work. He might have the workmanship class in substitution.

88404. As I gather, you are of opinion that there is an increasing demand for really skilled men?—Yes, undoubtedly. Very often in times of stress we are short of skilled men. From 1900 to 1902 I could have employed a couple of hundred more men myself at my own works, but they could not be found.

88405. The last witness laid down another proposition, namely, that there is a good deal less demand for perfectly unskilled labour. Do you agree with that?—I think that is true, but at the same time there is a very considerably increasing demand for labour of only very moderate skill, such as machine tending labour which has been spoken of, work that you could train any steady attentive man taken straight from the street to do in a very brief period.

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Falling
demand for
perfectly
unskilled
labour.

88406. I think the last witness was thinking of a very low grade of unskilled labour?—I am only talking of the unskilled labour as employed in producing factories, which is not a very low grade. I am not talking of the navvy or quarryman, or anything of that kind, but the factory hand.

88407. He would be what I may call the upper stratum of unskilled labour?—Yes, I suppose he would. You know in some cases the amount of labour required to tend a machine is very trivial. You can have an automatic lathe from America for making screws which practically runs as long as the bar of steel is in the lathe, it turns the ends of the screws, and puts on the head and slots it, and drops it into a bucket; the only attention it requires is when it rings a bell that it wants another bar of steel pushing in. Under those circumstances a lad will attend four or five of those machines, because he simply goes from one lathe to another lathe pushing in a bar of steel. It requires no more skill than putting coals into a hopper boiler. It is putting steel into a machine which takes care of itself.

88408. Is there a large proportion of women employed in Sheffield factories or workshops now? Would you say that men are displaced now by women, or are the proportions very much the same?—No, I do not think I should, not in the light of my experience. In the lighter trades a large number of women are employed. I think there are branches in which well-paid work could be given to women in which they are not at present employed owing to the dislike of the trade unions to seeing female labour extended. There are branches of the cutlery trade in which female labour is employed in Germany for which we do not employ it in Sheffield. That is one of the reasons why the German competition presses upon us so heavily.

Women
labour at
Sheffield and
in Germany.

88409. They employ female labour largely?—They employ female labour in some branches in which we do not employ it in England. Some of the finishing processes that do not require a great deal of skill have been traditionally done by the men in Sheffield, and there has never been any employer who has fought out the issue, because I suppose he knew that it would be so big a fight that he has not been willing to face it. I should like to state here that I am not necessarily advocating it; I am merely comparing the conditions of the industry in Sheffield and in Germany.

88410. It has been alleged to us by a good many witnesses that it is becoming more difficult for persons of middle age to get employment owing to the Workmen's Compensation Act. What is your experience on that point?—That undoubtedly is so.

The Compens-
ation Act
and the
middle aged.

88411. You have no doubt of that?—No doubt whatever. As a matter of fact it is due to two causes. Take the engineering trade where you pay a fixed wage per hour: the reason you do not employ the middle-aged man is that he will not have the energy to get through sufficient work, and he is less well worth a fixed wage. The reason that they drop out is not only the Workmen's Compensation Act, but because the younger man has more capacity and energy to do hard work. That the Workmen's Compensation Act has some effect is certain. At one board meeting of one of my companies this summer, when the new Compensation Act came on, our rate went up from 11s. 6d. per £100 of our wages to 23s., and I may say that the charge thrown on that one concern was nearly £2,000 for the insurance of their workmen against accidents.

88412. How did it go up; as I understand the process you pay a yearly premium to a company, and it is a contract which terminates at the end of the year. Then I suppose they put up the premium year by year?—Yes, and the premium for the new Act was double that for the

growing
demand for
skilled
labour.

Mr. Albert Hobson. old Act, that is to say the cost was going to be double to us. In this case I may say we were not paying into a company, but an Employers' Federation, the largest Employers' Mutual Federation for insuring workpeople in the country.

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The Compensation Act and the middle aged.

88413. Do they make a profit?—No, they do not attempt to make a profit. If there is a profit at the end of one year they reduce the rate for the next year; it is a mutual federation.

88414. What was the rise due to?—To the actual anticipated cost of the new Act. It may be excessive, and if so, it will come down in the future, but it indicated what the management, who had no view of profit at all, thought would be the cost. On that question of the rise our board considered the question of the Workmen's Compensation Act, and we had before us a number of men who were employed in practically pension work; they were employed as warehousemen, and in various other capacities about the works. We decided then as a board that where we were giving a man employment which was partly pension, we had better give him such pension as we thought his long employment in the firm merited, and dismiss him from his part employment, because such men being elderly men, and specially liable to accidents tended to raise our insurance premium; consequently we did actually dismiss a certain number of men, and we laid down as a rule for the management, that when the time came at which a man was to be given work when he did not fully earn his wage, it was to be taken into consideration whether a small pension and complete dismissal was not the better thing, than part employment. The consequence is that the Workmen's Compensation Act does tend to weed out from large works men who are liable to accidents.

The strain of modern industry.

88415. Should you say, independently of the Workmen's Compensation Act, that men now get more rapidly worn out under the modern conditions of industry, than they did before?—No, on the contrary, the conditions of workshops are on the whole more sanitary, and the habits of the workmen are better, there is far less drunkenness, and on the whole I think if the question of a man being able to accept a lower wage were permitted by the union, the tendency would be for the men to work to a much older age, and they do work to very great ages, much more than I think this commission are aware of, where you have the piece work system such as I have in my cutlery works. I think I could produce you twenty men in our works who have worked for the firm between forty and fifty years.

Machinery and efficiency.

88416. I suppose where piece-work is given and is taken home, the efficiency of the worker does not vary much matter, but where the piece-work is given to a person who has to work a machine, it does matter, because he does not get out of his machinery during the hour the amount of work a more efficient man would?—Just so; where a machine is a serious element of cost you must have a more efficient man, because you are wasting part of your capital if you do not.

Piece work and efficiency.

88417. Therefore what you would wish in that case is that the trade unions should allow people to work at a lower rate of piece-work where there are machines?—Possibly that might be so, but I have hardly studied it from that point of view. I do not think manufacturers who have the piece-work system have yet arrived at very much study of the question of their worker being an old man, unless he becomes a very feeble old man.

88418. That does not affect it?—It will affect it, I agree, but the tendency to not employ old men in the engineering trade is so general that the problem as to whether they would pay on a different system has hardly been considered, because it has been assumed they will not pay, and consequently in a way they are not kept. As soon as a man ceases to pay at a fixed wage he leaves, or you let him leave; you weed him out when trade is bad, because he does not pay you; but on piece-work the difference is this, that a man does so much less work. A man would be paid so much, say half a crown a dozen for making up certain pocket knives. When he is in the prime of life he would earn 35s. or 40s. a week at making up those knives, but when he gets on to sixty or seventy, he will earn a less amount, £1 a week, 15s. a week, 12s. a week, or even 8s. or 9s. a week, it partly depends on his

less quickness of muscle and hand, and apparently also Piece work depends on this, that having educated his family, and brought them up, he is able to live with a son or daughter, and to go on being quite comfortable on a low wage; consequently the piece-work lends itself to an old man continuing to do the work he has been accustomed to do, the same as a young and strong man.

88419. If the piece-work system operates in this way, how do the trade unions come in?—Trade unions come in by fixing the rate at which the men shall work. They say the piece-work price of this work shall be 2s. 6d., and not 2s. 3d. or 2s.; consequently, having got the piece-work price up to their satisfaction, the amount of work done varies with the quickness and skill of the worker. When two men of the same age are working together under trade union rates piece-work, you may find that one will be making 40 per cent. more wages than the other.

88420. Why do you drop the old man?—He drops himself automatically, because he gets less knives done during the week.

88421. But you pay less as you get less knives?—We simply pay the same price per dozen. If the man does the work equally well, whether he is earning 12s. or 30s. a week is a matter of indifference to us. The work he brings in being equally well done costs us the same amount per dozen.

88422. (*Miss Hill.*) I gather you do not drop the old man in the piece-work system?—No, we do not drop him, he drops himself in the amount he does; we do not drop him in the rate of wages.

88423. (*Chairman.*) I understood you to say that if the trade unions were to reduce the rate it would be an advantage?—The question of reducing the rate applies to the other trade altogether, to the fixed wage trade, such as the engineering trade. It does not apply to this. I want you to keep very clearly in your mind the inherent difference there is between a piece-work system in the lighter industries and the time-work system in the engineering industry.

88424. The piece-work system enables you to keep the old men on in this lighter trade?—Yes, it enables us to keep the old men on, very much to the benefit of the old men.

88425. (*Miss Hill.*) May I ask whether, when piece-work is done at home, you are liable for accidents?—I think not. It is generally considered in Sheffield that as to an out-worker, who takes his work and does it at home, we are not liable for accidents, I will tell you one reason, which is, that these men who take work home and are what we call out-workers, very often do not work solely for one employer; and it would be quite impossible to prove whether it was on your work or on someone else's work that the accident had happened.

Out-work and compensation.

88426. (*Mr. Patten-MacDougall.*) But what if he did work for only one?—I think that as an out-worker he is a contractor. The question is one which has never been thoroughly fought out; but the impression in Sheffield is that you are not liable for an out-worker because he is a contractor.

88427. (*Miss Hill.*) If you employ a small builder he is liable?—I do not think you are liable for an out-worker because he is a contractor on his own account.

88428. (*Mr. Patten-MacDougall.*) He is not an employee?—We do not think he comes under the Workmen's Compensation Act.

88429. (*Chairman.*) Then the old piece-worker would have the Compensation Act working against him, but nothing else?—Nothing else. It is quite true that with an old piece-worker you have occasionally to consider whether he is too risky to employ, whether from deafness or defective eyesight; but with regard to that the rate of insurance in the lighter trades is sufficiently low that you are not under the same pressure to weed them out as you are in the heavier trades. The rate of insurance for the lighter trades would be now about 3s. 6d. per £100 on the wages, while in the heavier trades it goes up to 23s. per cent.; consequently the pressure to get rid of the men in the lighter trades is decreased to one-eighth by the lower cost of the insurance.

raising
by labour

88430. You think that what is essential to diminish unemployment is that the boys should be better trained, and the education should be more adapted to the occupation they propose to enter into?—Yes; if you increase the efficiency of the boys you will increase the wealth; and there will be less unemployment for that reason. I may say that the most promising experiment I know in that direction is being carried on in the silver trade, at the Sheffield Technical School of Art run by the Corporation; 200 boys and young men are learning practical silversmithing under workmen appointed by a joint committee of masters and men; they are being given that training which the break-down of the system of apprenticeship has deprived them of; they are given a training in art designing, in carrying out their own work, in hammering and repoussé work, soldering and raising work. It is the most promising experiment I know of anywhere to increase the efficiency of the boys and men going into trade. I should very much like to see that kind of experiment fostered at technical schools; that is, not the training of the black-coated master or the man who wishes to be foreman, but to see the training of the workmen, encouraged in every part of the country.

88431. What age are these boys?—They have got into employment. I am not on the Committee myself, although I am a member of the Silversmith's Association. Mr. Joe Bradbury, the Secretary of the Silversmith's Association, could give you full information on this, because he has taken the greatest possible interest in it.

88432. They would go there up to a certain age?—They go right up to twenty-one. I may say they have had to take the roof off the School of Art and add another storey in order to make extra room for these 200 students, who are obtaining the greatest possible benefit from it. It seems to me regrettable that any step should be taken that tends to decrease the efficiency of labour; for instance, a non-contributory free old-age pension scheme for withdrawing some of these old men, the men who are earning 10s. or 12s. a week and adding to the wealth of the country, is not merely going to decrease the wealth of the country by taking away that work, but is throwing the burden of the pension you are going to give upon the efficient workers, consequently you are going to lessen the efficiency; and I deprecate any method which lessens efficiency and throws a burden on the wealth-producing capacity of the country.

pensions
and
efficiency.

88433. (Mr. Patten-MacDougall.) Is that technical school the only technical school of the kind in Sheffield?—No; there is a very good school for technical instruction in metallurgy in connection with the Applied Science Department of the University.

88434. Is the number of these technical schools increasing?—Yes.

88435. Is the tendency to increase them general?—I think the tendency throughout the country is to take a greater interest in technical education. The Silversmithing School is the only one I know of on the German lines of the masters encouraging the foremen and workmen to do the teaching of the growing-up journeyman. The other technical school is on the lines of professors teaching

technical
schools.

theory, although practice is also taught—and very well taught—in the technical school; but it is all taught from the point of view of a professor teaching in a college or school; but the other is the nearest approach to the apprenticeship system, and therefore, to my mind, is the most interesting experiment.

Mr. Albert
Hobson.
10 Dec., 1907.

88436. Is it American labour that you employ mostly at Pittsburg, or labour of other nationalities?—Practically and origin solely American. We sent one or two English foremen over. In American labour we have other nationalities—quite a number of Hungarians, Poles, or any nation, but it is labour we find in America, not sent out from England.

of labour at
Pittsburg.

88437. (Mrs. Bosanquet.) Are the boys at the Silversmiths' School in employment?—Yes; they are in employment, and go there in the evening.

Training of
boys.

88438. Do they have any premium from the masters for going there?—I do not think that in most cases the masters pay them any premium, but I think the masters give them every encouragement to go. I do not know whether there is any actual money paid.

88439. You spoke of a great shortage of skilled labour. Do the trade unions in any way attempt to shorten the supply of labour?—They have regrettable rules against apprenticeship in many instances. In some cases, none but the sons of a workman in a trade can go into that trade. That is a short-sighted rule, because if you could get free employment in the skilled trades a man in a skilled trade makes more than his own living, he makes employment for more skilled workers in other trades; and undoubtedly so far as the unions hamper apprenticeship they are making a mistake in the interests of the workers themselves. But that is only one influence; another is the reluctance of boys to go into a trade, and also the difficulty that workmen when they get an apprentice often find that he leaves them just when he is becoming useful to them, and that for various reasons apprenticeship is now almost impossible.

Shortage of
skilled
labour.

88440. One would expect with this shortage that wages would rise very much. Are they tending to rise very fast?—Not in the cutlery trade. The cutlery trade is kept down by German competition, which is in some respects on more scientific and better organised lines. The wages in the cutlery trade in Sheffield will not rise, in my opinion, until we have brought more machinery into the trade. Machinery means better wages and more employment—not lower wages and less employment.

88441. You cannot raise the wages because of the competition?—Because of the competition of cheaper and better organised labour abroad in some branches of the cutlery trade.

88442. (Dr. Downes.) Has the mortality in certain industries in your trade increased or diminished?—Decreased very much. There still is too much consumption (I was at a meeting of the Home Office officials recently on that matter), because of racing grindstones, and other matters; but we have it all in hand in the Cutlers' Manufacturing Association and the Chamber of Commerce. We have that in hand, and we shall do what we can, though it is a very difficult question.

Mortality in
Sheffield
industries.

Mr. JOHN HISLOP, called; and Examined.

88443. (Chairman.) You have had a very long experience, mostly connected with Leith, I believe?—Yes.

88444. You were for six years in the parish council; six years in the town council (nearly five years a magistrate); and are a member of the distress committee?—Yes.

88445. You are also a member of the prison visiting committee and director of Leith Hospital?—I am.

88446. I believe you have instituted and carried on for thirteen years a day nursery, and also for twenty years given Sunday free breakfasts for children?—I have.

88447. You are also, I believe, responsible for the Working Girls' Institute, which is an institute for mill girls, and you are chairman of the Excelsior Guild for the betterment of dock labourers?—I am.

Experience
of witness.

88448. You have been good enough to prepare a Statement which we will treat as your evidence-in-chief if you will kindly hand it in?—Certainly. (The Witness handed in the following Statement.)

Mr. John
Hislop.
10 Dec., 1907.

1. In dealing with this question my remarks will only apply to Leith, and more especially to the largest body of men who are the first to fill the ranks of the unemployed. During the winter of 1905-1906, there appeared to be a greater increase in the "out-of-works" than in previous years. The Unemployed Workmen Act coming into force caused a great stir amongst a certain class, who evidently thought it was the beginning of the millennium; and the result was that, when the labour exchange was opened, the rush was appalling, for a place like Leith—there were 919 names registered. During the past winter 190 names were registered. Enclosed is a small list which will serve to show the various classes of applicants (see Appendix No. CV.).

Unemployed
in Leith and
the Unem-
ployed
Workmen
Act, 1905.

Mr. John
Hislop.

10 Dec., 1907.

2. The reason for the great rush at first was not easily accounted for, but on close inquiry I found men entered their names who were in employment. This was done simply to see if a better or softer job was to be secured. The first winter's experience proved to me the unwisdom of opening the exchange in the evenings or during meal hours, which gave these men an opportunity of registering their names without losing time from their work.

It also proved to me the wisdom of the Act in regard to the rate of pay for work, as it was evident that men left their usual work at 4d. per hour for that at 4½d. and 5d. offered through the distress committee.

Seasonal
depression.

3. The hardest time is from November till March, and specially during the period many ships are laid up, through the Baltic being frozen. It affects a large class always verging on unemployment—dock strags; also the unskilled in shipyards. There are many who work little at any time; they have no desire for constant work, and would not keep it if they had it. The register under the Act is of great value in this respect.

ITS CAUSES.

Causes of
unemploy-
ment.

4. Introduction of labour-saving appliances. Keen competition for trade by other seaports, notably Burntisland, Methil, Bo'ness, and Grangemouth. The influx of strong fresh men from the country, who are compelled often to leave their homes of quiet and beauty so that their families may have an opportunity of finding employment.

In the case of young men the inducement is the Saturday half holiday and off work on Sundays. The men from the country soon find a front place in the labour field, and the town men have to take second place or go to the wall, and are soon in the ranks of the unemployable.

ITS EFFECTS.

Effects of
unemploy-
ment.

5. Enforced idleness is disastrous to the whole moral and physical fibre of the man: he contracts habits which become second nature: he loses all purpose or aim in life. When he does get work he finds himself soft and unfit for a day's work. This also applies to discharged prisoners who have had no manual labour during their confinement.

Men not in regular employment drift into slum dwellings, where the atmosphere tends to make them lazy and is a means of making them resort to strong drink; and their children grow up in idleness, become shiftless and worthless. It is only right to say that many men who are down and unfit for constant work have been reduced through indifferent health, etc.

ITS REMEDIES.

Emigration
as a remedy.

6. To suggest a practical remedy is a very difficult matter, but as the Act gave power to distress committees to use emigration as a remedy, I urged it strongly, with the result that forty were sent to Canada a year ago, and are apparently doing well. I am still a strong believer in emigration, but recognise that the men who are likely to be sent to the Colonies are not in a fit state physically to face the great change of climate and conditions of life and labour without being braced up for it by, say, a month or two on a dairy farm, working for good plain wholesome food. Now that Australia is open to receive and help emigrants the change would not be so radical, and the length of time on the voyage would doubtless brace them up. If even the small number of fifty a year for five years were sent out of Leith, it would go a long way to solve the unemployed problem for a few years to come.

National and
other works.

7. I have made several suggestions of a local nature which have met with much favour, but the lack of money is the drawback. I am strongly of the opinion that local schemes would at the best be of a more or less temporary nature, and that relief in the shape of work must be national, not local. The creation of work of great and lasting importance, such as sea-walls, harbours, quarries, coal-mines, afforestation, etc., would be for the good of the nation. The Government works would be open to applications from distress committees, who would send the unemployed as provided for by the Act. I am well aware that such schemes bristle with difficulties and no doubt would meet with strong opposition from those with vested interest. If coal mines were worked—all coal produced might be used for Government purposes, coaling warships, etc.—there would be little fear of the output being too large if the spirit of the Act was adhered to, which gives no encouragement to men to leave present employment. Even this suggestion would meet with strong opposition from another section.

8. As a voluntary worker amongst the poorest class, I have no hesitation in saying that there were there less drinking facilities (liquor) facilities in the poorer localities there would be fewer poor, and the unemployed better able to tide over temporary difficulties.

9. This table shows the result of my investigations at one period of the register when these men were sent for, to send to work or had started:—

Did not turn up	- 11	Lazy	- - - -	7	Statistics.
Refused to start	- 6	Various reasons	- - - -	15	
Tired of the work	- 7	Had got another job	- - - -	13	
Left—gave no reason	22	Job finished	- - - -	9	
Drink	- - - -	Unable to work	- - - -	8	

88449. (*Chairman.*) When the Unemployed Workmen Act first came into force there was a great rush at Leith, and you had 919 names registered?—That is so. Unemploy Workmen Act.

88450. Last winter did that 919 come down to 190? That is so.

88451. You found that there was a certain number of persons who put their names down who were in employment?—Yes, a great many, I may say hundreds of them.

88452. I suppose there is a good deal of casual employment in Leith, is there not?—Yes, about the docks, especially.

88453. Have you any idea of the number of persons who are employed at the docks normally?—I could at Leith. scarcely say; I should think about 2,000. Employment

88454. As much as that?—Yes.

88455. Are there many other casual occupations at Leith?—No, I think not.

88456. What is the main industry at Leith?—Shipping and the industry is, of course, ship-building.

88457. There is a good deal of shipbuilding?—Ramage and Ferguson's Yard, Hawthorn's Yard and Morton's Yard; those are the principal shipbuilding yards.

88458. There are a number of factories of various kinds in Leith, are there not?—The largest of the kind is a mill for making sail-cloth, twine and rope, where there are about 600 females employed; and also a rag and paper sorting stores where there are also some hundreds of women of the poorest class employed.

88459. Does the fish industry employ many women?—I think not more than 150 fish curing. The fish market of course, is quite different from the fish curing.

88460. There is a good deal of female employment in Leith?—A great deal of it. There is a large biscuit factory there which employs a great number of females, but of quite a different class from the paper and rag sorting, and also from the mills.

88461. The paper and rag sorting and the sail-cloth and twine making employs a low grade of industry?—Yes, but the sail-cloth and twine making not so low as the paper and rag sorting. That is the lowest of all.

88462. Has there been a tendency on the part of the men to live more on women's earnings at Leith?—That is so.

88463. You have no doubt of that in your mind, have you?—None whatever.

88464. Did any women register?—Two.

88465. You found out, from these persons registering their names who were in employment, that it was necessary to look pretty closely as to the rate of pay given under the Act?—Quite. Unemployed Workmen Act; class of persons applying; and wages

88466. You put the rate down so that it was rather lower than that which persons in ordinary employ could get?—I did; but I am sorry to say that the spirit of the Act was not carried out as I would have it. The rate which I proposed, and which was put before the meeting, was from 3½d. to 4d. an hour for the class of work which was done.

88467. The Act was passed ostensibly to help respectable persons who were ordinarily in regular employ, and who for some exceptional circumstance were temporarily out of employment. Out of that 919 were there many who came within that category, or were they mostly persons who were connected with casual labour, and were

Unemployed generally more or less unemployed?—I think that they were of a class that was always out of employment, or doing just casual work. We had very few real tradesmen, who would, as I say, have complied with the true spirit of the Act. They were mostly shiftless and thriftless.

88468. Legally in Scotland you are not entitled to give relief to the able-bodied?—That is so.

88469. Should you think they were the sort of class of persons who in England would have applied for relief under the Poor Law?—Yes.

88470. In fact, they were a class very little removed from the class who come to the parish council, I suppose?—That is so.

88471. Really then the Act, so far as Leith is concerned, has been the means of granting doles and assistance to a class who are only just above those who come to the parish council?—Yes. Of course, there were many that were rather above that, who would not have gone to the parish if they could have got work.

88472. You had a certain proportion of the persons for whom the Act was intended?—Yes.

88473. Had you any success with those people? Could you place them as employees at all?—Not very many, except for the work that was created for them.

Labour exchange] 88474. Had you any labour exchange, or anything of that kind?—Yes, we had one from the first.

88475. How did that answer?—To my mind it has not been a success with regard to securing labour, but possibly that is because of the man who is inside.

88476. It was not properly worked?—I do not think it does anything at all.

88477. Do you think that the labour exchanges, if they were established right throughout the country, could be made an important feature in dealing with unemployment?—I am afraid that there would have to be a difference made, it might be the same office, but there would have to be certain days for certain classes of men; our real tradesmen would not go at the same day and hour to register their names with the casual labourers, they will not mix.

88478. I suppose employers are much the same?—Quite so.

88479. I was thinking rather that it should be part of the general industrial system of the country, and there should only be tacked on to it possibly, at odd moments, this particular class of unemployed. Do you think if you could make some sort of separation such as you suggest it would be an effective system in Scotland?—I am sure it would, that where they grew or were opened up under the town council, both the employers and the genuine out-of-work would apply there and get the relief of work.

88480. If you established anything of that kind it would be possible to distinguish between the respectable working man who was looking for work and the vagrant?—Quite.

88481. And you would be able to help the respectable working-man and pass him on?—That is so.

Vagrancy in Scotland. 88482. The vagrant is becoming a great nuisance in Scotland, is he not?—I think he has always been.

88483. Is it worse now, do you think, than it was?—I think that as long as they can go from one part to another, and as soon as they get hard up they can go into a workhouse, if only for a night, it will always be so; because they simply go about the country knowing that they can lay up for two or three days until they are liable to be sent back to their own parish, and they pass on to what they consider is the best poorhouse, where they get the best treatment.

Unemployment and underemployment in Leith. 88484. Coming back to Leith. Are there always a certain number of unemployed or under-employed in Leith?—Yes, always.

88485. I suppose they drift in there from around?—Quite so. I think not only Leith, but all seaports are much the same; there is so much work to be had at certain times and periods that a great many men come in from the country.

88486. Are the lodgings, and so on, at Leith cheaper, or accommodation more easily obtained, than in Edinburgh. Do you get at all the inferior classes of Edinburgh drifting down to Leith?—Yes, a great many from the lodging-houses in the Grassmarket come down to the docks at Leith.

88487. On account of the casual labour, I suppose?—Quite.

88488. (*Bishop of Ross.*) Do they merely go down to work, or do they go down and live in Leith?—They go to work merely.

88489. They go down by the tramways to work?—They walk up and down.

88490. (*Chairman.*) They do not live there?—They live in Edinburgh in the Grassmarket.

88491. In the lodging-houses?—Yes; there are a good many lodging-houses in the Grassmarket of Edinburgh.

88492. I do not think we need go into the effects of unemployment, we have had so much evidence on that and the moral and physical deterioration is admitted by everybody. You seem to have been successful in emigrating a good many people?—Yes, about thirty-six, I think it was; about forty with children.

88493. Did you emigrate them at once, or did you put them through some training before they went?—Not through any training. We sent them straight; but we had situations secured for every one of them before they left here.

88494. Were the forty you sent out heads of families, or was it only an aggregate of forty?—Forty all told, children and wives.

88495. Were they picked people?—They were picked as far as having been accustomed to farm work, if possible.

88496. Could you have sent many more that were qualified?—Not with regard to men who were accustomed to farm labour.

88497. Were they all taken by the Canadian Government, or passed by the Canadian Government?—They were all passed.

88498. Where did they examine them, in Leith or in Canada?—They were medically examined in Leith. We had them medically examined.

88499. Were they typical of the so-called unemployed, or were they country people who had only been a short time in Leith?—Some who had been brought up in the country in their younger days, and who had come to the town to make room for their families, and had drifted, perhaps, from being van men down to the docks, and there they had to make rather a precarious living—some of them young men. For instance, one young fellow got his training through having been sent to a reformatory in the country; that was for the very trifling offence of stealing a whip; but he has turned out very well in Canada, he has already claimed his 160 acres, and is doing well.

88500. You paid their passages out?—Yes; we paid £7 each.

88501. Are they under any obligation to re-pay?—Yes; we asked them to re-pay that in twelve months.

88502. Have any of them paid anything?—Three, I think, have paid £7 each.

88503. Supposing you could emigrate for the next five years, say fifty, do you think it would make a substantial difference?—I think so.

88504. Was there a reluctance to go on the part of the people, or not?—There was a great reluctance on the part of some of the wives. We had arranged that so many men and their wives were to go out; but when it came to the time the wives would not go, and we would not send the men without the wives; so that we had to get single men. We had to arrange all these matters with the parish council so that we were not sending any men to leave their wives on the parish; and we also had to assure the Canadian Government as to the character of these men, so that we had to get the police evidence.

Mr. John Hislop.
10 Dec., 1907.
Unemployment and underemployment in Leith

Mr. John
Hislop.

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88505. Then you took precautions so that no man who emigrated left his wife and children behind on the parish?—Quite so.

88506. There is a great deal of emigration now going on between Scotland and Canada?—Yes, a great deal. There has not been any from Leith or Edinburgh this last year, I think.

Temporary
relief by local
authorities.

88507. You are not very much pleased with, or in favour of, temporary local schemes for the relief of this kind of distress?—All that we did was to take down slum property and lay out the links, and form bowling greens; that is all of a temporary nature. There was nothing done last year except a scheme for breaking stones.

88508. You would like to make this work national rather than local; your idea, I suppose, being that there is certain work that the Government might set on foot which would not compete with ordinary private enterprise?—Quite so.

88509. As you admit, it is very difficult to propose anything of that kind, because, of course, if the Government once framed any such scheme there might be great pressure put upon them to amplify it?—Yes; that is what we rather feel in Leith.

88510. I suppose what is in your mind is that these local schemes result in a good deal of waste of money?—Some of them do, or they might appear to result in a waste of money. But I have no doubt that while Leith is spending a great deal of money in dock extension, were they helped by the Government to further extensions, Leith would become a still greater shipping port. There is a scheme by which it is proposed to build a sea-wall from Newhaven towards the west pier, and I believe that that may be taken up by the dock commission some day.

88511. I rather meant that if the work of dealing with this distress is left to a large number of localities, there probably would be a great deal of money wasted, because they have not got a proper scheme, and might rather invent work?—Yes, that is so.

88512. That is your idea?—Yes.

88513. If anything is done, you want the scheme to be carefully thought out, and to be rather more national in its object, so that there should be some public return?—That is so. I have a feeling that if it is left to the local authorities to work out, the tendency is for men—it seems to be a failing of human nature—to look for popularity, and to be popular you must spend a good deal of money, I think. There is a good deal of playing to the gallery in public life from my experience, and unless one is prepared to face a good deal of ill-will, one cannot do very much real honest work.

88514. And, of course, that difficulty is accentuated when the persons in authority are locally elected?—Yes, quite so. That is the reason why I think things would be quite different if it were a matter for the Government, and you would simply have local men to administer it.

88515. In an appendix (see Appendix No. CV.) you give a list of the persons registered, which shows, I think, that they were pretty widely distributed, though dock and ordinary labourers constitute the great majority?—Yes.

88516. Is the building trade in Scotland just now in rather a depressed condition?—Yes, it is.

88517. Of course it would be depressed now with the high value of money, but has it been depressed for some time past?—It has been depressed more because of the over-building in previous years, and also because of the desire at present for building a different class of dwelling, which is the cause of vacating other dwellings. For instance, there are what they call the flatted villas, which are the great rage in Edinburgh and Leith just now. These flatted villas are composed of two flats. Before, there used to be large tenements of four to six flats; these are being emptied, and the people are filling up the newer flatted villas.

88518. That is, villas with two flats, one on top of the other?—Yes. One tenant enters from the main door, and the other enters from a side door leading to the top of the first flat. Each occupant has a door for himself, which is a very desirable thing.

88519. Going back to what you told me about women's Wives as employment, it has been generally alleged that in those bread-places where the women support the men there is a good winners. deal of loafing and a good deal of drunkenness, and infantile mortality rises; are there any indications of that in Leith?—Yes, but I do not know that there is anything like men living on the immoral lives of their wives.

88520. I did not mean that?—But there is loafing about, the man knowing that the wife goes out to work, and that the children are fairly safe. In that way the men get careless. The fact is that some of them, one would think, are not very long married before the wife goes out to work.

88521. Should you say that, in the first instance, the wife was forced to go out to work, because the head of the family, the man, was short of work, or could not get work?—In many places it is because the men are short of work, and there is so much work in Leith for the women in the mills and in these rag stores. My experience is obtained a good deal through the *crèche*, where these mothers come and leave their children during the day.

88522. Is it a municipal *crèche*, or a private charitable *crèche*?—It is one that I started myself with the help in Leith. of some ladies some fourteen years ago, but I handed it over a year ago to the Association for Improving the Condition of the Poor, which is a recognised association in the town.

88523. What number of children are left there daily?—About thirty to forty.

88524. (Mr. Patten-MacDougall.) Is the *crèche* supported by voluntary contributions?—Yes. The children are charged for at about 3d. per head, and if there are two in a family 2½d. each.

88525. (Chairman.) Do you feed them for that?—Yes.

88526. Does it cover the expense?—No.

88527. Of course only a certain proportion of the mothers would go to work and leave their children there?—That is so.

88528. What is the effect on the other mothers?—It has a very good effect on the mothers. Whereas when they bring the children first they are very dirty, through having the children given back to them clean every day they begin to feel ashamed of handing them back dirty, so they try to keep them clean. We note a great difference if the child has been away for a week or two, both in its cleanliness and in the way it has been fed.

88529. How old can they come?—We have had them from a fortnight old up to school age, and some are at school. If the younger ones are in the *crèche*, the older ones come and get their breakfast, their dinner and their tea there, and the mother takes two or three of them home after she comes from work.

88530. The school age in Scotland is five, is it not?—Yes, they start at five.

88531. So in that way your *crèche* has had a good moral effect on the mothers?—Yes.

88532. What is the Excelsior Guild of which you are The Excelsior chairman?—It is simply an effort made by some young Guild in men and young women to reach the most debased class Leith. of casual labourers, who work about the docks and live in the poorest slum dwellings and also in the lodging-houses. These are a very low class of men, and even in our town the Salvation Army has not reached them. Through personal contact with them, these young people are enabled to bring these men together on a Saturday evening. It is quite easily understood that these men, when they are laid aside, have not a single friend to see them and to look after them, whether they are taken to the hospital or to the poorhouse. They are friendless. But they become members of the Guild, which aims at making them temperate and helping them in that way. They are visited in the infirmary or in the poorhouse and some little attention and care is paid to them in the hope that they will become better men.

Building
trades in
Scotland.

organised
charity in
Leith.

88533. Is there much organised charity in Leith? Are there any other guilds or other organisations?—The principal one is that Association for Improving the Condition of the Poor, which is really managed by a committee of well-known merchants in town.

88534. Do they work at all in conjunction with the parish council?—No, except in getting information.

88535. I suppose information is exchanged between the two?—Information is received from the Association for Improving the Condition of the Poor, and also from the parish council.

88536. It has been suggested as regards England that in any reform of the Poor Law it would be advisable that there should be a recognised committee of organised charity working in connection with the relief committee? I think that would be very advisable.

88537. Supposing there was such an idea as that, have you any doubt that you would be able to create an effective organisation in Leith?—None whatever as to Leith. You could get a committee of the right men and women in Leith, I am sure.

88538. The material is all there, and it only wants to be recognised?—Quite so.

unemployed
workmen
let and
question of
renewal.

88539. As regards the Unemployed Workmen Act, would you renew it, and if you did renew it, would you amend it, or would you hand over the work to the parish council?—I am not quite clear as to that. It would be all right if you had the other committee working with the parish council; I think then it might be handed over to them.

88540. I am assuming that you had a parish council, an organised charitable committee working with it, and a labour bureau?—The labour bureau would require to be kept distinct from the parish council, I mean as regards the registering of the names. I do not know how it is in England, but especially with the Scottish people they are rather against anything in the shape of parish relief.

88541. Then any labour bureau would have to be dissociated altogether from the Poor Law, and if under any popular control, it would have to be under the municipality, I suppose?—I think so. I think that is how it would act best in Scotland.

88542. Assuming you had those three organisations—an improved Poor Law, with relief committees associated with charitable committees, and an effective labour exchange, you would not want the Unemployed Workmen Act, would you?—No, I think not. The greatest difficulty in the present Act is that we cannot get any money.

88543. (*Mr. Patten McDougall.*) Do you mean from local contributions?—Except from local contributions, and they are *nil*.

88544. (*Sir Samuel Provis.*) You can get money from the rates for certain purposes, can you not, for instance, emigration?—Quite so; and that was my principal reason for sending out the number I did.

88545. (*Mr. Patten MacDougall.*) You can also spend money on labour bureaux?—Yes. But I was rather against that. I wanted to reduce, during the summer time, the clerks' labour to half a day and give him half the pay; but it was thought that we might as well keep him going. It surprises me that the man is not in the Morningside Asylum; I should have been there, if I had had so little to do.

use of a
crèche in
Leith.

88546. (*Bishop of Ross.*) I think you said there are between thirty and forty children in the *crèche* every day?—Yes.

88547. And you take them as young as a fortnight old?—Sometimes they are a fortnight old.

88548. Do the mothers come to nurse those very young babies in the course of the day?—They are supposed to come at the meal hour.

88549. Do they come, as a matter of fact?—A good many have come. We have what is called a pasteurised and sterilised milk depot in Leith; but that has not been a great success, because the poor people think they are not getting value for their money; they think they can boil the milk and put the water in it themselves.

88550. What I want to get at is whether the children are naturally fed, or artificially fed with pasteurised milk?—Most of them are fed from the bottle.

88551. From the bottle and not by the mothers?—Yes.

88552. You are referring now to the children you have got to deal with?—Yes; but that would happen supposing they were not in the *crèche*; they would still be fed from the bottle.

88553. So the practice is rather general in Leith of bottle-feeding as against natural feeding?—I think there is a tendency that way, except when the mothers have the children at home, and then they overdo it again; they keep them at the breast far too long, both for the child and for the mother.

88554. So you have the extremes?—Quite so.

88555. An excess on both sides?—Yes, You get the mother suckling the child for fifteen months.

88556. Leith for the employment of the men depends a good deal on its docks, does it not?—I think most of the men depend on the docks.

88557. The population of Leith is rather fluctuating, I think?—Yes.

88558. A number of men come in for the dock work?—Yes.

88559. If you were to emigrate fifty a year I can quite see that that might be a remedy if your population was stationary; but with a very migratory population such as you have in Leith, do you think it is a remedy to emigrate fifty each year?—I do not think that the men who would come in to fill up the gaps made by those who emigrated would be the same weaklings. They would be better able to battle, and go elsewhere if there is no work. You should know that a good many of these men who were emigrated were under-fed. The medical man gave his testimony that some of them were of splendid physique, but that they had not been fed and so were not able to do a good day's work. I believe that the voyage itself did wonders for some of them. I do not know how many would come into Leith to fill their place. Whenever there is word goes round that the docks are busy, of course they come from a good distance away. If Grangemouth is quiet with shipping, or Methil or Burntisland, it is natural for them to come to Leith.

88560. Then, naturally, it is rather the weaker men that are knocked out of the work?—The weaker men are the last to be taken on.

88561. If you make gaps, and those gaps are filled by stronger men from the country and from a distance, do you not still leave out as the residuum the weaker men?—Yes, I believe so. I think as well as the movement to help the working people in the towns, there is also a movement afoot to keep the men in the country, that is, to make it worth their while to live in the country. I discovered, as I have mentioned in my Statement, that a good many of the young men come into the towns because they are free there on Saturday afternoons and on Sundays. On the farms on which they have been labouring they have, of course, had no Saturday afternoons and they have had a good deal to do on Sundays; there is, therefore, a great inducement to the young men to come into the towns. I think the day is not far distant when these men will get the Sunday to themselves, more or less, and also a good part of Saturday—I think the feeling is towards that way, and also that there will be greater inducements for them to stay.

88562. What do you suggest as greater inducements for them to remain in the country?—I do not know for the young men, but certainly for the married men I think it would be a good thing if they had something before them for their families. It is a very serious difficulty that a man with a large family—and most of them have large families—has to face now. They have so many girls and so many lads, and they do not know what to do with them, because with the different appliances now on farms there is not the same chance of employment, not even in harvest time. Almost the only period when females can be utilised is the potato-gathering. It is not like what it was at one time when they were all

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Hishop.*
10 Dec., 1907.

Dock
labour at
Leith and
emigration.

Urban and
rural
employment.

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Suggested
improved
conditions
of farm
labour.

employed during the whole harvest season, and there was so much to do in making straw ropes. There is nothing of that kind now. Taking the south part of the country, if they are near Galashiels or Hawick there is not much difficulty in a farm servant getting rid of his daughters; they can very often get employment at Galashiels in the mills and can make splendid wages. If you take the other districts there is no chance for a man unless he has some means of getting them into domestic service, and unfortunately there is a growing feeling about now of thinking that that is beneath them, I am sorry to say.

88563. You have gone a considerable distance in showing us the difficulties, but so far I do not think you have made any suggestion as to a remedy for the state of things you have described. You said a while ago it would be necessary to do something to keep the people in the country; and I ask you if you can make any suggestion as to how that could be effected?—I do not know what could be done, unless every farm servant had so much ground of his own allowed him. I do not see why a well-to-do farm servant ought not, beyond his pig, which some of them are allowed to keep, also to have his cow; and if he were allowed that, then I think any surplus butter or whatever it is that he might get, his farmer (that is, his employer) might take off his hands, thereby increasing the usefulness of the ground, and thereby enabling a daughter to be kept at home who could give her surplus labour to the farmer.

88564. Would you expect this to be done by the farmer himself upon his private personal initiative, or would you think there ought to be legislation to try and urge on this?—I think it is a matter of arrangement. I should hope it would get to be an understood thing that when a farm servant is hired, it depends on the number of his family and the age of the members of the family as to the amount of ground he would have along with his wages.

88565. The tendency has been, according to your own description, quite the other way; the tendency has been to employ fewer and fewer people on the farm?—Yes.

88566. How do you propose now not merely to arrest that tendency, but to turn the tendency in the opposite direction? Do you think the nature of the Scottish farmer will be changed, or that his interests will be changed?—They will not be changed. As I said before, the tendency is now that the men cannot get anything to do on the farms, when perhaps three farms are turned into one.

88567. If you want to find something to do for them, do you not think you must set some external force to work to bring about the change that you advocate?—If you take and turn three good arable farms into one sheep farm you have no work at all for them.

88568. Certainly; but that is what is going on, is it not?—That is the reason why I think if a farmer agrees with his hands to give them so much ground, so that they might keep a cow and other things, they might produce something which they could sell in the market.

88569. I quite agree with you; but is not the tendency of the farmer in the opposite direction?—Of the farmer, yes; but judging from the agitation that is going on now, I think possibly he will see where his best interest lies. By and bye, the farmers will get nobody to do their work.

88570. And there will be nothing but sheep-farming, so that you will require very little farm labour?—I must say that it will require some outside force to bring this about.

88571. Then assuming there is too much labour required in sheep-farming, I suppose we will have nothing but game preserves?—There is plenty of that in Scotland already; but I do not think there is very much in that point, because the game preserves are usually land that cannot be employed for anything else.

88572. You do not admit, and you would not admit, that it would be necessary to apply any outside pressure in order to get the farmer to understand that it was for the national interest, if not for his own personal interest, that the farm labourer should be able to get his living more on the land, and, say, to have his cow and a little more accommodation?—I think it would be very good if it could be.

88573. Do I gather from your answer that you would not propose such external pressure?—No, I would not.

88574. Would you advocate it?—Yes, I would, if necessary.

88575. I see in your Statement that you advocate the Government employing men on such work as sea-walls? works a remedy.

88576. I think from an answer you made to the chairman you meant a wall in connection with the harbour of Leith. The term "sea-wall" has been used in evidence as meaning walls to prevent coast erosion by the sea coming in on the land, and I want to know in which sense you use the term?—I was looking beyond Leith when I mentioned that; but the sea-wall which is before my mind mostly is a wall extending from the burgh of Leith to Portobello, which is now a part of Edinburgh; that is a distance of about two miles.

88577. In connection with preventing coast erosion, with afforestation, and with other works of that sort, would you advocate those works if they were unremunerative?—If you take it apart from giving the people employment, I should say I would be against it; but if it is to give the people employment, and thereby preserve the lives of the people in proper physical condition, then I do not think it is a loss to the nation. If it were a mere commercial speculation, as a business man I would not go in for a thing that did not pay.

88578. Your answer seems to me to suggest two different conditions of things—one is a period of acute distress of a passing character, and the other would be rather a permanent condition of unemployment or under-employment. I can very well understand why you would advocate the performance of works of this class, though they were unremunerative, in a period of passing acute distress, because it would then be necessary to keep the people alive; but would you advocate those works if they were unremunerative in order to meet a more or less chronic state of under-employment?—I do not think that the Act contemplated employing men more than in a temporary condition. I never understood that the Act was going to provide work permanently for men.

88579. Only in cases of acute and not chronic distress?—I have always thought that, and, in fact, we did not keep a man more than one month working. We said he must shift, and leave room for somebody else. I thought that was the spirit of the Act.

88580. Do you think the spirit of the Act is that it should be put in force only occasionally, or that it should be put in force winter after winter?—That would depend upon the necessity of the case. It might be needful in one district, and not in another.

88581. You do not think it should be put in force all over the country every winter?—Not if it is not necessary.

88582. So you think the Act is only to meet those cyclical depressions that come every ten years, or eight years, or some period of that kind?—No. I think that in every community, especially a community where there is a seaport, and in every manufacturing centre, there is always a certain amount of unemployment and distress.

88583. That is what I call chronic under-employment?—It is not always the same men who are out of employment, but there is a certain number always out. I know of a case that happened the other week, where certain buildings were being put up. The men I am thinking of were joiners, tradesmen, and they were taken on under the standard rate of wages. The Trades Council at once raised a hue and cry, and demanded that these men should be paid off. The employer paid off these men—they had had a few weeks work at the lower rate of wages—and he thought that he had satisfied the Trades Council. But he simply took on other men at the lower rate also, until recently, when he has been made to sign a promise that he will not take on men under the standard rate. As long as trade is bad, these indifferent workmen must go unemployed, and it is only the best class of men who will be taken on to be paid the standard rate of wages. It is only when trade is good that an employer is almost bound to get his work done by the inferior workman by paying him the standard rate of wages—at a loss.

Unemployed
Workmen
Act.

Government
works;
efficiency of
labour the
measure of
success.

88584. Would you then be in favour of giving Government work on such enterprises as you describe to those men who were below the standard of efficiency?—Yes, at their value. That is the reason why I say that another influence comes in here which would be opposed, to allowing any man to work say at 3½d. to 4d. per hour. That is the trade unionist and the socialist element.

88585. When you say that you would allow them to be employed at their actual value, do you mean that that value is to be judged by the value of the work that they do? For instance, in preventing coast erosion, or in afforestation, or in other works of that kind, do you mean that you are to pay them such a wage as you could afford, judged by the value of the work done?—Yes, I think so. For instance, as I said before, in regard to even the leveling of the Leith links, there we had a graded pay of 3½d. to 4d. and 4½d., whereas masons' labourers were receiving 5d. per hour. My contention was that if we gave more, then the tendency would be that the men would leave the labouring work in connection with other works to come under the distress committee, under the impression that they would be getting a softer job, and that they would not be so hardly driven. I believe that would be so, and that often when men get into municipal work they have a very much easier time than if they were under a private employer. So with the distress committees they thought they had got a nice easy job at 5d. per hour. The reason why it was graded was that some of these men, in fact most of them who got this class of work, could not earn a full day's wage; they were not physically fit for more than five or six hours' work. So that the idea is simply to give them work in proportion, and I have not gone the length of recommending that the Government should provide permanent work for anybody yet.

88586. Let me make this supposition. At the ordinary rate of wages, it would take £5,000 say, to save from the sea a certain area of land, and the selling value of that area when saved would be £1,000; would you set unemployed men to reclaim that land, and if you did, would you so arrange their wages that they should only get £1,000 for doing what by employing ordinary workmen would cost £5,000?—I always make a difference between the ordinary work that is to be done in the ordinary way by the town council or any other person, and the created work that is really created to give the unemployed work.

88587. I contemplate a case where this land will be covered by the sea and be lost to the nation at large, but you can save it to the nation by an expenditure, if you employ ordinary workmen, of £5,000, yet when you have saved it, it is worth only £1,000. Would you save it, or would you let it go into the sea—which?—I do not quite follow you, and I do not hear very well. Do you mean that its cost by this class of labour would only be £1,000.

88588. No, but that the land when claimed or saved from the sea will be valued for or will sell for in the market, £1,000, and yet, in order to save that land you must expend £5,000, if you pay the average rate of wages to the working men?—I do not think it is possible for that to be, unless the land is reclaimed at some outlandish place.

88589. You do not think that possible to occur; the particular case I gave you did not occur, but worse cases have occurred?—That might be; but take Greenock or Leith, or any place where there is shipping. I am perfectly sure that the land would be the most valuable and almost in existence. Leith has reclaimed acre upon acre already through the Dock Commission—acre upon acre they have reclaimed, even since I was a boy.

and
clamation
Leith.

88590. And when reclaimed, what purposes is it used for?—It is all covered with docks and dock accommodation, railways and sheds, grain elevators, and one thing and another.

88591. Supposing that that land, instead of being covered with railways and sheds, was to be covered by potatoes and oats, would that land pay?—I do not think they are going to reclaim land from the sea unless it is going to be of value, and of great value, because it would be a most expensive way of reclaiming land. I have been asked the question about reclaiming land, say, at certain places down the Clyde; I think it would be folly to reclaim land there.

88592. So you would not reclaim the land on the supposition I make?—No, I think not.

88593. You would call it folly to do so?—Yes, I would.

88594. And you would not employ the men on such work?—No.

88595. Consequently if afforestation, the construction of sea walls, and all that were to turn out as I have described, you would not do it?—Not in the case of such a failure as that—certainly not.

88596. (*Mr. Patten-MacDougall.*) You were a member of the distress committee originally, but you are not a member now, I think?—That is so.

88597. Supposing the Unemployed Workmen Act were renewed, would you suggest that the present machinery should be reformed or amended—that the distress committee should continue—or would you hand over their duties to the municipality?—Have you considered that point?—I have not considered that so very much. I think that the present distress committee, unless they had some pressure brought to bear upon them to really do the work that they are intended to do, might as well not be there, but it requires men who are interested in the work. Now some of the town council representatives on the distress committee, to my mind, have not one spark of sympathy with the Act or with the people whom it is intended to help.

88598. What about the parish council representatives?—The parish council representatives are a little better, but I think that those who were sent on to it from the outside are much more interested.

88599. You mean the co-opted members?—Yes. I know that the co-opted members were of the greatest possible help to me in regard to all work that was done during the time I was on the distress committee. It was the co-opted members who helped me with the emigration scheme. They were the people who were interested in these people.

88600. Then in any amendment of the Act, would you propose that the town council should have no representation on the distress committee?—I would not like to go that length. The unfortunate thing is that the town council should send men on to the distress committee who, they know, have not a bit of sympathy with the Act, or with the people it is intended to help.

88601. Is it not the case that in Leith there were 210, Methods of I think it was, applications, and 209 of those were relieved the distress and given employment?—No, I do not remember that. committee at Leith.

88602. Is that since you left the committee?—I do not know anything about that.

88603. It is in the return for 1906-07?—Then I do not know about that.

88604. Let me put it to you in this way: When you were a member of the distress committee, was each application carefully sifted and inquired into?—Yes.

88605. And was the record filled up and answers given to the questions which were contained in the official record?—Yes, that is so.

88606. Did you find that objection was taken to these questions as being too inquisitorial?—Yes. That is the main objection which tradesmen have to the Act.

88607. Can you give some instances of that, so as to illustrate what you mean? What kind of questions were thought too searching?—The questions were considered to be more like the questions that are asked by the parish council as to the income of the family and so on, when men are applying for relief.

88608. Was it the impression that this was more like poor relief than anything else?—Yes; the tradespeople think that it savours of that.

88609. What is your view as a member of the distress committee regarding the record of applications and the questions put?—My feeling was that a great many of the questions were quite unnecessary.

88610. It is necessary, is it not, that there should be a very full record and register kept of the applications?—Yes, I think so.

88611. In order that the Act may be well administered? Effect of the —I think one of the good things that the Act has done Unemployed is that it has certainly given a wonderful amount of in- Workmen formation, and thrown a great deal of light on the labour Act.

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question, simply because we were so very careful about the registering and the inquiry. We not only got that information, but many of us actually visited the homes of the people. It was done in a very thorough manner? I may say, at first.

88612. Was the assistance of the inspector of poor enlisted in the matter?—Only in certain cases.

Poor relief
and relief
under the
Act.

88613. You gave, did you not, assistance to certain applicants who were in receipt of poor relief?—I am not aware of any.

88614. Would you approve of that, if you had been aware of it?—It would depend upon the circumstances. The parish relief is so meagre that if a man had been out of employment for a considerable period of time, and if for the next month he gets a month's employment at a very small pay, I do not think it would be very much that he should still continue to get parish relief. Of course in such a case he would not get anything from the parish if he is able-bodied, so it would not hold there.

Composition
of the distress
committee at
Leith.

88615. (Mr. Nunn.) May I ask in what proportion the distress committee was composed of co-opted members and representatives of the parish council and of the town council?—I do not quite remember now. I think the representatives of the parish council and the town council were somewhere about eight each, and I think there were only three co-opted members.

88616. They were the smallest number, and the largest number represented the town council?—Yes.

88617. Would you suggest that any alteration should be made in those proportions, so as to have more co-opted members?—I think so. I think there should be an equal number of co-opted members. The fact is that I have more faith in the co-opted members on a question of this kind than in the others. It is quite true that many have taken objection to the co-opted members, because they have not been selected by a popular electorate.

88618. But their value was greater because they were interested in the work and knew the ropes?—Yes. From my experience it is because of their interest in such work that they have been selected.

88619. Mr. Jeffrey has just handed to me the list of members, and I see there were twelve for the town council eight for the parish council, and five were co-opted. Would you have about eight or nine each from the town council and the parish council, and an equal number of co-opted members?—Yes.

Statistics.

88620. (Mr. Gardiner.) In reference to Paragraph 9 of your Statement, apparently a certain number of men were sent for, and out of that number 105 did not, for some reason or other, come forward; how many was the original number sent for?—I could not say at the present moment.

88621. It does not help us very much, does it, as that statistic is now? Could you put the figure in when you correct your evidence?—All through that winter these men had been sent for.

88622. (Miss Hill.) Is the 190 that you mention in Paragraph 1 the total number?—I can only say they had all been sent for.

88623. (Mr. Gardiner.) Or is it the 919?—The 919 were the total number registered.

88624. Does the 105 in Paragraph 9 refer to the 919 or the 190 of Paragraph 1?—I will try to fill that in when I get my proof.

With reference to Questions 88620-4 the witness subsequently wrote as follows:—

"In reading over the questions alongside paragraph 9, it appears to me that it contains its own answer—inasmuch that at the period of my investigation 105 had been sent for and had been given work or offered it, the table shows the result. The paragraph does not state 105 did not turn up, but were sent for. I cannot say how many were on the unemployed roll at the period mentioned—a good many hundreds at the first—ultimately mounting up to 419 for the year ending May, and the tabulated list refers to 105 out of the 919 names. This answers Question 88624. I may mention that the total number

who got work out of the 919, was 275. The 190 was the following year. Last week, on enquiry, I found that only 35 names were on the roll. The scheme started last winter has scared men from entering their names. I understand that stone breaking is to be re-started this week."

88625. (Mrs. Bosanquet.) With regard to the married Wives as women going out to work and leaving their children in bread-winners. the *crèche* or elsewhere, would you be in favour of restricting, by law, the work of married women with young children in the mills?—I should not like to commit myself on that question, which is one that would require a good deal of thinking out. It depends on what is to be done with the men. If it is proved that the man could get work, I would certainly be against the woman working at all; but it is quite certain that many a time a woman can get work when a man cannot.

88626. But it is not very desirable, is it?—It is not at all desirable, and it is not the natural way of things. But in fact, according to my experience, I know of plenty of women who can get charring, without mill work at all, when their husbands are out of work.

88627. Possibly the men would not marry if they knew the women could not get work after they were married?—I do not think they think very much about that; at any rate that is my opinion. If they would think a little more, we would have fewer marriages.

88628. When you take the children into your *crèche* The *crèche* do you ever make any inquiry what the man is doing? —I think the matron as a rule gets particulars about that.

88629. There would be a danger, would there not, of making it easy for the married women to go out to work and for the husbands to tend more and more to live upon the earnings of the mother?—The *crèche* has not increased the number of women working; it has simply done this, whereas before the children were handed over to a neighbour, who usually was a drunken person, and who neglected the child, or who, if she was a fairly decent woman, when the mother came home, instead of getting 3d. a day, which the *crèche* gets, would possibly get 6d. a day, and then the mother and she would adjourn and drink the 6d. together.

88630. That is rather what I wanted to know, whether you would confine it to cases where the mother would have been working in any event, or whether you would take the children of any mother who likes to leave them?—We would not do that. We have discovered cases where a mother would bring her child to the *crèche* for no other purpose than to have it weaned. She did not want to have the crying baby in her house. But that is only a temporary tendency.

88631. My point is rather about the husband. Do you take the children of mothers whose husbands are in work?—No. Most of these women have husbands who are drunken, and so the women are obliged to go to work for the families. Then many of them are widows.

88632. (Miss Hill.) You say many men are "not in a fit state physically to face the great change of climate and conditions of life" in Canada; have you known of cases where the climate told unfavourably on the people after they had gone out?—I think it is a very great trial, and I do not think men should go there who have not had the training. If they had a month or two on a farm here to set them up, it would be another thing, but, as I have said, some of these men, when they were passed by the medical officer, were so weak that it took him all his time to pass them. I may say that some were not passed.

Emigration
and climate

88633. As far as you know, have they got on well in Canada since their arrival?—Yes, I believe they have got on as well as most have.

88634. You did not send any of them to a dairy farm for a month or two before, did you?—No.

88635. You did not have any preparation for the voyage?—No, none whatever.

88636. But they were all right when they got to Canada?—As I said before, most of these cases were men who had some farm experience when they were young, or who were capable of handling horses and knew a good deal about horses. We entered into some arrangement with the Canadian Government to have men there waiting

migration climate. for them, and so when they got to Canada they were all drafted to different farms and sent on to their destination—each one. I must say that the Canadian Government did splendidly by the Leith men, because about a year or two after we had a report from one of the Government officials making a statement as to the condition of these immigrants, and it was only two that they could not trace.

88637. That is very satisfactory, and it answers my question as to the economical success of it, but I thought from that sentence I have quoted that perhaps you had known of cases in which the severe climate of Canada had told unfavourably on the persons emigrating; but you do not know of any such cases?—I do not know personally of any cases, but I am using my own judgment when I say that if these people are so thin-blooded through semi-starvation, they cannot possibly be in a very good condition for facing a Canadian winter. That is my opinion.

88638. You say also that Australia is open to receive and help emigrants; it is a very much more expensive journey to Australia, is it not?—Yes, it is.

migration Australia. 88639. Is there the same opening in Australia for emigrants?—At the present time there is a great opportunity for people who have a knowledge of farm-life and farm-work.

88640. But there is not so good an opening as in Canada, is there?—I think at present there is about as good, and indeed the Australian Government is offering to pay part of the passage-money to men and women who have farm experience.

88641. Have you sent any to Australia?—No, we have not yet.

88642. Did I gather that some of these men you have sent to Canada were single men?—Yes, the majority were single men.

88643. Because of the objection on the part of the wives to go, or partly because of that?—In some cases.

employed workmen at, and the labour exchange register. 88644. (*Sir Samuel Provis.*) I am not quite sure whether you distinguished between the persons who applied to you to be put upon the labour register, and those who applied to you for assistance; was that so?—Assistance in what way?

88645. In providing them with work?—Yes.

88646. Did you put on the register of the labour exchange all the people who applied?—Yes; but first of all we only put on those who really complied with the Act.

88647. That is to say, persons in whose case you had record papers?—Yes, persons who complied really with the Act in regard to the point of residence and every other requirement. But there were one or two objections raised by men coming from certain places, and we consulted with the gentleman from the Local Government Board office, I forget his name, and he thought that we should register every applicant.

88648. Register on the labour exchange register, do you mean?—Yes.

88649. Then for the purpose of the labour exchange, you did not always record the same particulars that you record of the persons who applied for assistance, I suppose?—At first, we got all the same particulars.

88650. But you did not afterwards?—These were all kept on our register, but these men were not assisted with work. We were told that it was necessary to get a correct record of the people seeking employment, whether they complied with the residential qualification or not.

88651. Therefore, am I to take it that you only put upon your register for the labour exchange persons into whose character and so forth you had inquired?—No. Every person who applied we put on the register with the full particulars as to each case, but it was only those who complied with the terms of the Act who got the offer of work.

88652. You say you put the full particulars upon the register; were those the particulars which were elicited by a record paper?—Yes.

88653. Therefore, practically you only put on your register for the labour exchange persons in respect of whom you had got particulars such as were required by the record paper?—Yes. We got those particulars in the case of all except the few who refused to have anything to do with the paper, and who would not sign the paper.

88654. Supposing they did refuse, did you put them on your labour exchange register?—Yes, we were advised to do so.

88655. Therefore, you did not consider that there were two classes of cases you had to deal with—one, persons who applied to you for assistance in the way of work, and the other, persons who merely wanted to be put on the labour register so that, supposing there were employment to be got, a better sort than they were receiving at that time, they might be candidates for it?—No; I think that every person was supposed to be out-of-work.

88656. But you say a good many of them were not, because they were actually employed?—Yes, but then that was a discovery I made afterwards. Their names would never have been put on the register if we had known. I discovered it when I began to inquire as to the wondrous number that applied on this occasion. I was responsible, I may say, for opening the office during the evening, but I was the first to condemn that after I discovered the mistake.

88657. Did you, in fact, afford any work to people who did apply to you for assistance?—The distress committee did. The distress committee, and employment for applicants.

88658. I mean by you the distress committee; they did find work?—Yes.

88659. That is to say, they found work in Leith or somewhere in the neighbourhood?—It was all in Leith, and a good deal of it was through the municipality.

88660. I was coming to that. Who did provide the work—was it the municipality, or were they private persons?—Most of the work was provided through the municipality, in the way of drainage schemes.

88661. Did the municipality carry out special extra works?—Yes, for the drainage.

88662. And then they engaged persons who were recommended by the distress committee; was that it?—In regard to the drainage scheme, we worked in connection with the Burgh Surveyor's Department, and in regard to the public parks we worked through the Public Parks Department.

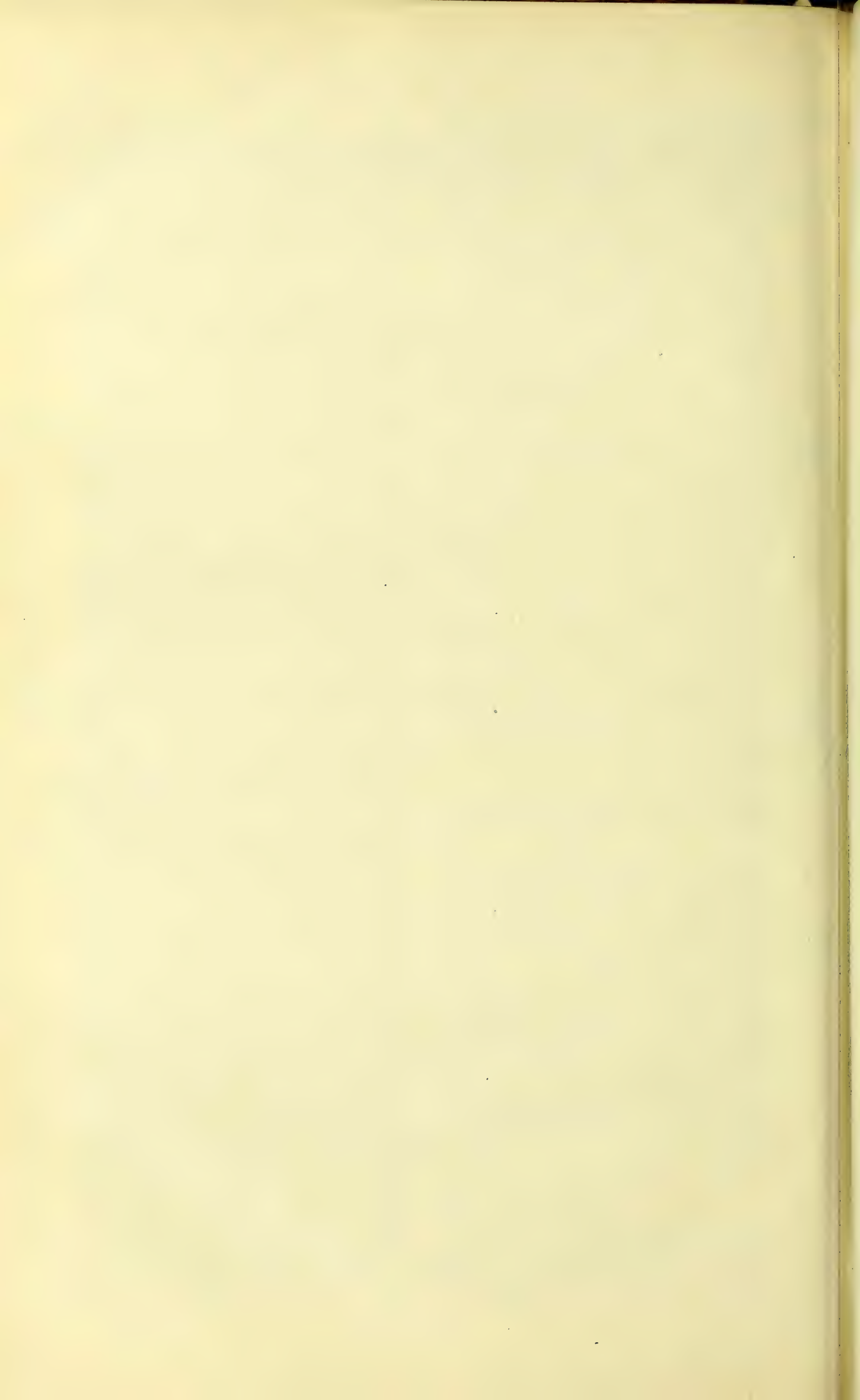
88663. Did you get any subscriptions yourselves at all?—We got a matter of some £20 or £30 I think.

88664. Did you get anything from the Queen's Unemployed Fund?—Yes, we got about £550, I think.

88665. Did you apply that money in aid of the expenses of the town council?—Yes; we paid part of the wages in connection with some of the schemes.

88666. Did you get any part of the Government Grant in the following year?—I do not think they applied for it, but I had then come off the distress committee. When I came out of the town council, of course, I had to come off the committee.

Mr. John Hislop.
10 Dec., 1907.
The Unemployed Workmen Act, and the labour exchange register.



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APPENDIX No. I.

STATEMENT OF EVIDENCE BY COUNCILLOR DAVID ADAMS, A MEMBER OF THE DISTRESS COMMITTEE, NEWCASTLE-ON-TYNE.

1. I have been for four and a half years a member of the Newcastle City Council, and have filled the post of Chairman of the Shop Hours Committee. At present I am Vice-Chairman of the Housing of the Poor Committee, and Chairman of the Works and General Purposes Sub-Committee of the Distress Committee. I have taken special interest in local labour questions, and, although not now working as an engineer, I am a full member of the Amalgamated Society of Engineers. I hold also the position of Chairman of the Newcastle and District Labour Representation Committee, a body with which is affiliated a large number of the organised workers of the city and district, in addition to many unconnected with any trades union organisation.

2. Exact local statistics as to the extent of unemployment are not available, no census having been taken. This, however, could easily and accurately be obtained through the Distress Committee.

3. At the end of February of this year, 667 unemployed men were enrolled on the register of the labour bureau. This figure cannot be taken as a fair indication of the numbers unemployed, for, during the winter, work in small doles, for six days per fortnight only, and but for limited periods, was provided at 3s. per day to a limited number of applicants with families only. Single men, being excluded and rejected week after week, soon ceased to register their names. Further, unemployed members of trades unions granting out-of-work pay did not register at all.

4. At the present moment I estimate that between three and four thousand men are unemployed in this city.

5. Of the 667 mentioned, 537 were unskilled labourers, eighty-seven skilled mechanics, and forty-three semi-skilled workmen.

6. From the clamorous and genuine demands for employment during every month of the year, the lack of the same is certainly chronic, though in certain vocations at

different seasons this is more or less severe, and accordingly numbers will vary at different times. There is, of course, a residuum of the aged, invalid, or disabled workers who are permanently out of employment, and in addition a very limited number of semi-criminal unemployable.

7. The causes of unemployment are :—

(a) The introduction of labour-saving machinery and improved methods of production. Intenser application and concentration by employes, consequent on new systems of piece work and exacter supervision, especially in the shipbuilding, gun manufacturing, and engineering works.

(b) The large increase of women workers in the great factories, who now work machines and occupy other positions hitherto exclusively held by men.

(c) Depression in the building and allied trades.

(d) A constant but not relatively large influx of people from the country districts, which accentuates the problem.

(e) The existing land monopoly, both within and without the city, whereby land is withheld from use.

8. There are over 2,000 acres of idle land, exclusive of town moor, public parks, etc., within the boundaries of this city. The larger portion of it is available and ripe for building, but is presumably withheld for speculative purposes. Were these acres forced into the market the building trade, and the score or more of other industries resting upon it, would receive a great impetus.

9. The admitted need for dwelling-houses at rents within reach of the workers is noted in the fact that Newcastle is one of the most overcrowded and densely populated and highly rented towns in the kingdom.

10. With reference to the rural exodus, the following table gives the numbers of farmers and agricultural labourers employed in Northumberland on the dates named :—

	1881.	1891.	1901.	Increase or decrease 1901 over 1881.
Farmers and graziers - - - -	3,048	3,333	3,252	204 increase.
Farm bailiffs—foremen - - - -	363	316	406	43 „
Shepherds - - - - -	1,274	1,225	1,261	13 decrease.
Agricultural labourers - - - -	11,710	10,057	7,990	3,720 „

These figures, in my opinion, account for a considerable number of the unemployed in Newcastle. This influx of 180 people (on the average) each year (I am assuming for the sake of argument that they all come to Newcastle) undoubtedly displaces labour. Such countrymen receive very small wages, and are satisfied for a time with but little more. They are readily engaged by employers—in most cases as labourers—at less than standard rates, resulting in the displacement of townsmen demanding living wages, or trades union rates. I have noticed this frequently in operation, and although this small displace-

ment may not be felt in any one year, yet it eventually accentuates the struggle for daily work and lowers the standard of living.

11. The reasons for the presence of rural population are many, and are largely due to the following causes :—

(1) The decrease in arable land and the consequent increase in permanent pasture, *i.e.*, wheat-growing areas are decreasing and grazing land increasing, although the increase in the number of animals grazing is not proportionate to the decrease in worn crop areas

APPENDIX No. I.—*Continued.*

12. I illustrate this point by examining these figures : —

NORTHUMBERLAND.	1881.	1891.	1901.	1905.
Arable land—acres - - - -	283,607	252,891	213,215	199,194
Percentage of total area under crops and grass - - - -	40·4	34·8	30·1	28·2
Permanent pasture—acres - - -	418,574	472,811	494,647	507,212
Percentage of total area under crops and grass - - - -	59·6	65·2	69·9	71·8

These figures do not include areas of mountain and heath land used for grazing, of which in 1905 there were in Northumberland 473,928 acres.

13. Permanent pasture is very necessary in agriculture, but not in large quantities as we have it. Seventy-one per cent. of the land under cultivation is very, very much beyond requirements for pasture purposes. But for the consideration of the question before us it is significant that as land has passed from arable to pasture, so has—although not in the same proportion—the agricultural population declined. Permanent pasture requires little or no attention, as only a very small proportion of it produces hay.

14. The “unattractiveness” of the country. There is no incentive given to agriculture and no inducement in the shape of small holdings for people to remain on the soil. A farm labourer can never rise above his position except to become a foreman, with little higher wages.

15. The lack of small holdings is due, of course, to land monopoly. It has been pointed out that there is no demand for small holdings by farm labourers in Northumberland. This is to be expected, because such men know that they could not get one under present conditions except at a rent far above their level.

16. *The effects of unemployment* are obvious demoralization, particularly noticeable in persons who had hitherto been in full occupation, habits of intemperance and gambling consequent on depression being noticeable, gradual mental and physical impoverishment, and ultimate disinclination for regular employment. This gradual declension of able and willing workers towards a state of pauperism undoubtedly increases public rating burdens.

17. *The remedies for unemployment.*—The breaking down of land monopoly, by the taxation and rating of ground values, both urban and rural, would force idle land into the market and into use, and consequently

a demand for labour would undoubtedly follow. The building industry would, as stated, receive a great impetus. The demand for labour in rural districts would rapidly increase, for quarrying, mining, brickmaking, and food producing land and that required for various industrial purposes would be put to use. The provision of small holdings, in addition to this, would effectually prevent further rural depletion, and go far to modify the problem of unemployment.

18. The operation of the Unemployed Workmen's Act has undoubtedly proved advantageous. In Newcastle, work was commenced on December 18th, 1905, and continued to April 28th, 1906. During this period 933 separate individuals worked an aggregate of 19,690 days, and the total wages paid, £2,953 10s. Unfortunately, as previously stated, applicants were engaged but six days per fortnight, for eighteen shillings for the thirty-nine hours worked during such period. During the past winter much less work has been available. Work should certainly be of a continuous nature, and at remuneration sufficient for the reasonable maintenance of the applicant and his family. This desideratum is, however, not possible under the present Unemployed Workmen's Act, and the distress committee requires much more extended powers to meet its obligations.

19. In addition to the remedies already suggested, I certainly favour national works, as afforestation, reclamation of fore-shores, waste lands, etc. The four northern counties—Northumberland, Durham, Westmorland, and Cumberland—should be unified for the purpose of establishing farm and garden colonies for able-bodied unemployed.

20. The provision of wages for these and other works should not longer be dependent upon voluntary or charitable contributions. Power to levy rates for this purpose, or sufficient grants from the Imperial Exchequer, should be made available.

APPENDIX No. II.

STATEMENT OF EVIDENCE BY MR. RUSSELL ALLEN, MANCHESTER.

THE UNEMPLOYED.

1. *The Effect of State Aid on Local Charity.*—During the winter 1904-5, there was a considerable amount of real distress among the poor of Manchester, and a Lord Mayor's Fund was opened for the purpose of distributing relief. Among other ways of collecting money for this purpose a Fund was opened in the columns of the *Manchester Evening News*, an evening paper of which I am now sole proprietor. This fund, which was supported by people in all walks of life, realized during the five winter months £5,392 18s. 7d.

2. Before the following winter, 1905-6, the Unemployed Workmen's Act was passed, and Distress Committees were formed. It became necessary under the new Act to again appeal to the public for funds in order to pay

wages for work done. The *Evening News* columns were again thrown open to the public, and more than one urgent appeal was made. The result of this appeal at the end of the winter was only £476 17s. 5d. In the first instance the heart of the public was touched. In the second the bulk of the public got hold of the idea that the Government had taken up the unemployed question, and that the money was to be raised out of the rates.

3. Those who understood the position more clearly would not subscribe for two reasons :

(a) The Distress Committee had no reasonable scheme.

(b) Most of the unemployed are unemployable.

APPENDIX No. II.—*Continued.*4. *Some of the Causes of Unemployment :*

Combines and trusts.
Modern machinery.
Trade unions.
Workmen's Compensation Act.
Bad health, often due to intemperance.
Inherent idleness.

5. *Is Unemployment chronic or periodic ?*—The answer to this is both. There will always be a chronic state of unemployment among those who are idle and vicious, those suffering from bad health, and those who are too old to keep pace with younger people.

6. There will always be periodic unemployment among members of trades which are season trades, such as painters and, during severe winters, bricklayers and their labourers, gardeners, and many other outside workers.

7. *The Effects of Unemployment are course of manifold :*

- (a) General distress.
- (b) Unhealthy homes and underfed children.
- (c) Debilitated health.
- (d) Tendency to drink.
- (e) Apathy.
- (f) Ultimate incapacity for work.

8. *Remedies must be National.*—(a) First and foremost, classification of the unemployed :

- (i) Those able and willing to work.
- (ii) Those willing but unable through disease or physical defect to do hard work.
- (iii) Those willing and whose health, although weak, would soon become strong if properly nourished.
- (iv) Those who won't work.

Some such classification as the above would entail a slight medical examination, but I am convinced that it is useless to try to find employment for a man unless you have some idea of his capabilities.

(b) *Second, probationary schools of work.*

These would be used for finding out whether the men were steady and industrious, and giving them time to regain health and strength. They would be paid a small wage and have one good meal a day.

(c) *Third, employment bureaus in the country districts.*

Farmers could apply to them for farm labourers, and at the end of the season the men would return to the bureaus with their characters. If found satisfactory for farm work many might be helped to emigrate.

(d) *Fourth, self-contained farm colonies.*

The strongest men could work the land, and the others would be put to lighter work in connection with the establishment.

(e) *Fifth, public works.*

The best men from all over the country should be drafted for this work.

(f) *Sixth, an altered educational system.*

The children should be trained in such a way as to be able to earn their own living when they grow up. At present it is almost an impossibility to get even an intelligent or efficient office boy.

(g) *Seventh, social legislation.*

A strong and far-reaching Betting Bill would do more than most people have any idea of to stop the extravagance and distress among the working classes.

APPENDIX No. III.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. T. ANDREWS, ACTING AGENT FOR THE SOUTH WALES MINERS' FEDERATION.

1. I have been actively engaged with the general working of the coalmines of the Rhondda, Rhymney, Aberdare and Merthyr Valleys for the last fifteen years. I have occupied the chair during the existence of the Cambrian Mines Association—two years—1894–1895. I am at present acting agent for a very large lodge of the South Wales Miners' Federation.

2. My experience is not so varied as your Commission would desire; it is confined to the coalfield and its workers. My knowledge of this coalfield is extensive, and I am in contact with, in some form or other, about 100,000 miners.

3. There is no "unemployment" problem in the valleys above named, *i.e.*, no general unemployment. Quite the reverse. *Native Labour* can at all times find employment with this one exception—a few old men in colliery districts find it extremely difficult to obtain any kind of employment.

4. There are no other industries in the localities mentioned, wherein the old men cast off from the mining industry can obtain work.

5. There is considerable suffering and privation endured by this class of unemployed. The provisions of the Poor Laws being, in my opinion, quite inadequate to meet the same.

6. Otherwise, as stated above, the "unemployed" do not exist here. But it must be made clear to your Commission that although we have no unemployed question proper, we suffer considerably from the effects of the state of unemployment existing outside the coalfield.

7. It causes overcrowding of our mines and invariably reduces the standard of work performed, both as to quality

and quantity, reduces the average earnings and tends generally towards a deterioration of the standard and character of the workmen.

8. Should a general and prolonged depression set in in the coal trade it is horrible to contemplate what the effect would be.

9. At present the unemployed problem is met somewhat in the big towns, such as Cardiff, Newport and Swansea by running workmen's trains. This undoubtedly relieves the position as far as those towns are concerned. It is, however, injurious to the native labour of the coalfield and to be deprecated both from the individual and civic point of view.

10. With regard to its remedy, I feel that unemployment when discovered should be isolated, localised, kept inside its original circle as much as possible.

11. At present men tramp from place to place, and without anything like a *scientific attempt* to employ them an effort is made to get them on somewhere and at something. This is disastrous.

12. When unemployment sets in—and a properly constituted board to deal with this problem would be almost always ready to anticipate where this state would be likely to set in—it should be met by immediate adequate relief so as to prevent "tramping." This relief should come from the National Exchequer.

13. A very careful examination of those affected should then be made with a view of ascertaining the number of those adapted for removal to some district or other where they could be usefully employed without causing overcrowding or any other injury to the trade of that district.

APPENDIX No. III.—Continued.

14. I do not think that any large number of the unemployed of our big towns, at any rate not the types it has been my misfortune to meet, would be of the slightest value to agriculture. They would be a burden to that industry.

15. After providing those with employment, as above indicated, which were found suitable there would still remain a probably larger number whom it would not be possible to immediately provide with employment. I would localise these. They should not wander about in search of employment. Adequate relief must be given.

16. With rare exceptions any effort to obtain work for these people must be made by properly appointed and trained persons.

17. My experience of the present Unemployed Workmen's Act is limited. I know, however, that the committees

are not properly constituted. It is my experience that where a large employer of labour is represented on those committees that an abundance of work is always made apparent. But when these poor unfortunate individuals (who have answered the numerous questions put by the clerk appointed by this committee to enrol and otherwise deal with the applicant to the satisfaction of this clerk), and is told where he may obtain work, I know of instances where these poor fellows have paid the third and fourth visit and then failed.

18. The true remedy, in my opinion, must be found in preventing the depletion of the country districts and the consequent overcrowding of our industrial centres. The unemployed question must in its very nature be at all times with us, but it can be made quite harmless if a properly constituted Labour Department were formed possessing full power to deal with the problem as it arose or perhaps, even better, power to anticipate and act thereon.

APPENDIX No. IV.

STATEMENT OF EVIDENCE BY PROFESSOR ASHLEY, THE UNIVERSITY, BIRMINGHAM.

1. I regret that I can be of small service to the Commission. Such little experience as I had of the administration of charity in Toronto and in Cambridge (Massachusetts) had relation to conditions so very different from those of England as to be quite devoid of pertinence to the present enquiry. And though I have been professor of Commerce in the University of Birmingham since 1901 I have had little occasion or opportunity to acquaint myself at first hand with the local facts in regard to unemployment. When the Distress Committee was created in 1905 I was appointed by the city council a member of that body; but my subsequent criticism of the action of that committee was prompted, not by any special knowledge of local conditions—which indeed was not necessary for the purpose—but merely by a reading of the Act and by the obvious lessons of the history of relief. During the first year I was a member neither of the General Purposes Sub-Committee, which determined the policy of the committee, nor of the Applications Sub-Committee, which selected men for employment.

2. The facts with regard to the working of the committee during its first year, so far as they are not apparent from the first annual report, will doubtless be obtained from the then chairman of the Distress Committee, Mr. Councillor Sayer (now Lord Mayor) and from the then Chairman of the General Purposes Sub-Committee, Mr. Councillor Harrison Barrow.

3. During the second year of the committee's existence I have served as a member of the General Purposes Sub-Committee, and more recently of the Applications Sub-Committee. But before the end of its first year the former sub-committee had realised the desirability of a more careful procedure. The subsequent divergences of opinion in that sub-committee have been caused by differing views as to the nature of the work of the committee and not by the presentation of local evidence. I have also recently become a member of the Applications Sub-Committee. The most significant fact that has come under my notice in that capacity has been the effect of the offer of *continuous* employment in sifting out those persons who had no desire for regular work. The efficient clerk to the Distress Committee, Mr. Body, will be in a position to give the Commission a detailed statement on this point.

4. If I may be allowed to express an opinion on the general problem of unemployment, it is that there does

not yet exist the information concerning industrial conditions which is necessary before one can safely arrive at large conclusions on the subject. And it is to be hoped that the Royal Commission will institute such investigations as will in some measure supply the defect. For instance, certain trades in Birmingham are notoriously more or less seasonal. It ought not to be impossible to obtain from the managers of concerns of that character precise information as to the numbers employed week by week over a series of years. Other important trades in Birmingham are concerned with the supply of weapons and munitions of war. Here again precise quantitative information is doubtless accessible. The next step in the enquiry—what becomes of the workpeople discharged or suspended?—would be more difficult. But to such questions as:—(1) The extent to which such workpeople were willing and able to get into other occupations; or (2) the extent to which the unemployed members of families are in Birmingham carried along by the earnings of the other members, some approximate answers could be obtained by enquiry in suitable quarters.

5. Among the many important questions which at once present themselves to those who approach the problem there are two on which Birmingham evidence would be particularly interesting and probably obtainable:—(1) One is as to the relation of the *Labour Gazette* monthly chart of unemployment to the total body of unemployment. It is probably not impossible to learn in a general way, with regard to a number of representative works, what is the comparative regularity of employment of—(a) the unionists; (b) the non-unionists in the same trades; (c) the non-unionist lower grades of labour. This would, of course, need to be obtained confidentially and chiefly from enquiries among the workpeople.

6. (2) The other point is with regard to the allegation that between the *unionists*, who do not as a rule resort to distress funds, and the large body of *casual* labourers who do, there is a considerable class who suffer in silence, because public relief in its various forms is now given under degrading conditions. My impression is that, if this class is to be found anywhere, it is to be found among the members of the adult morning schools which are so characteristic of Birmingham; and that it would be well to tap the stores of local knowledge possessed by their officers.

APPENDIX No. V.

STATEMENT OF EVIDENCE BY MR. A. J. BAILEY, MEMBER OF THE COUNCIL AND OF THE DISTRESS COMMITTEE FOR THE CITY OF SHEFFIELD.

1. The Distress Committee have kept no register, therefore I cannot speak as to extent of unemployment.

From personal observation I notice a large number of unskilled labourers out. If I was guided by the applicants for work who see me, when a man gets out there is a good deal of difficulty before he finds employment again.

2. I do not think unemployment is as bad now as a year or two years ago. To some extent it may be said to be chronic, as there has appeared for the last few years to be large numbers of men constantly out of work, varying of course in numbers.

3. It is almost impossible to say what is the cause of unemployment; the fluctuation of trade is one cause. From information I receive from workmen from time to time some of our large firms dismiss men not by individuals, but by fifties and hundreds. A big order comes in, all hands and new men are set on, probably the order has a time limit and is rushed through. When the order is supplied the department is slack, and the men dismissed. To some extent this applies to the Corporation as employers. In the Highways and Sewerage Department certain work

must be done, and the tendency of to-day is that the streets must not be unpassable for a longer period than possible. Men are set on, the work rushed, and when it is over men are suspended or dismissed.

4. The effects of unemployment are bad, causal employment is demoralising. If you take a good labourer and periodically put him at the street corner for three months at a time he will gradually lose his skill, and has not that great desire for work and industry that he would have if kept in regular employment.

5. I do not believe that we have done any more in Sheffield under the Unemployed Workmen's Act than we should have done if no such Act had been in existence, except possibly that in 1905 and 1906 some attempt was made to register those out of employment without being able to assist or find employment in a large number of cases.

6. The remedy for unemployment is in my opinion a better and more regular distribution of work, less overtime, none if it can be avoided. Probably an eight hours' day for all workmen would go further to solve the problem than anything else I know.

APPENDIX No. VI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. HARRISON BARROW, MEMBER OF THE BIRMINGHAM CITY COUNCIL, AND CHAIRMAN OF THE GENERAL PURPOSES COMMITTEE OF THE DISTRESS COMMITTEE, 1905-1906.

1. The causes of unemployment are very many. Probably the first cause is bad distribution of wealth, whereby money is being wasted in luxuries on the one hand and on the other there are numbers of people who are unable to obtain the necessaries of life.

2. The bad training of many of the children is another fruitful cause: and street trading undoubtedly produces an enormous number of unskilled workers who drift sooner or later into a more or less chronic state of unemployment.

3. The effects of unemployment are extremely demoralising, and evil in every way: but this seems so obvious, that it is hardly worth while going into details on this question.

4. The remedies for unemployment seem to me to lie more in stopping the cause than in attempting to stop the unemployment when it has been produced.

5. The Unemployed Workmen Act, in Birmingham during last year, when I was chairman of the General Purposes Sub-Committee of the Distress Committee, cannot be said to have provided any remedy whatever for unemployment. The committee gave a large number of men work for a few days, but the result of this was not at all satisfactory, as it was not long enough to train these men in the habits of work, or to improve their physical condition, and they therefore lapsed at once

into their previous condition of more or less chronic unemployment.

6. The only men who were really benefited were about forty who were employed for nearly two months at some work in connection with the Sewage Farm. These men were thoroughly trained and their physical powers well developed by work and good food which they obtained. Investigations were made as to the condition of these men, several months after they had left the employment of the Distress Committee, and it was found that fifteen had obtained regular employment, which was an extremely satisfactory result of the training they had received.

7. The difficulties of working the Unemployed Act are enormous. If work is given to the men which would not ordinarily be done, then clearly it means work of a character which is economically unsound; if, on the other hand, work is given which would ordinarily be undertaken, it is obvious that the regular workpeople are being displaced and the remedy is simply indirectly creating unemployment amongst other men. Undoubtedly some good work can be done under the Unemployed Workmen Act by means of emigration, where men have got into bad surroundings and habits in this country and where emigration may give them a different environment, and a fresh start in life.

APPENDIX No. VII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. JOHN BATCHELOR, GENERAL SECRETARY OF THE OPERATIVE BRICKLAYERS' SOCIETY.

1. Owing to the dearth of employment in the building trade during the last three or four years there has been a considerable amount of distress experienced by building trade workers of all grades, but we have no unemployed fund and I am therefore unable to furnish your committee with statistics to prove my statement, and consequently I presume my evidence is of no value. All I can say is a very large percentage of our members have been unemployed for considerable periods, young as well as old, but the position of a man who shows any signs of age seeking employment as a bricklayer is simply deplorable, and for labourers it cannot be any better. This is as far as I can deal with your first question.

2. The distress in our trade is due to unemployment,

as the most thrifty men cannot provide for such a lengthened depression as we have experienced.

3. I am afraid to reply as to the effects of distress due to unemployment, because, as previously stated, I can produce no reliable evidence to satisfy your committee, but it is within my knowledge that many men have been unable to pay their contributions to the societies with which they were connected and the benevolent funds in our branches have been exhausted in trying to relieve them. Consequently a great many have been compelled to allow their membership to lapse, and their homes have been depleted of those little embellishments which, whilst not necessary, they have had some pride in possessing.

APPENDIX No. VIII.

STATEMENT OF EVIDENCE BY MR. CHARLES BOOTH, Jr., AS TO UNEMPLOYMENT IN LIVERPOOL.

1. The question of unemployment in Liverpool is intimately connected with that of dock labour.

2. All labour at the Liverpool docks is casual. The number of men employed varies from day to day in all trades, and from season to season in some trades.

3. The nominally high wages (5s. per day of nine hours for stevedores' labourers and 4s. 6d. per day for quay porters) attract men to Liverpool from the neighbouring country and from Ireland. To make matters worse, the unemployed of other trades in the town go naturally to the docks to look for work. The Dockers' Union is not strong and is not recognised by the employers at the north end of the line of docks, where the biggest steamship companies have their berths. The result of all this is that, after making full allowance for the margin of readily available labour which the fluctuating nature of work at the docks demands, there is a permanent surplus of dock labourers in Liverpool, over and above what are needed even in times of considerable pressure.

4. For details of the conditions of dock labour in Liverpool I would refer the Commission to Miss Eleanor F. Rathbone's report of an inquiry commenced by her father, the late William Rathbone, and completed by herself. The situation to-day is practically the same as when Miss Rathbone wrote her paper. In some respects I am inclined to think it may be worse, for although trade is brisk, one still hears of men being unable to earn a living wage at the docks.

5. The master stevedores and porters are unanimous in declaring that they have no difficulty (except at Christmas and other holiday times) in getting all the men they want, which must mean that the total number of dock labourers—estimated to be considerably over 20,000—is greatly in excess of that which, with better organisation, could efficiently perform the work of the port.

6. The present system, or lack of system, tends to demoralise the men, many of whom actually prefer to do only two or three days a week, and loaf for the remainder, rather than work regularly every day for a fair wage.

7. In the case of the steamers of the Booth Steamship Company, I find that the number of men employed varies from none to something over 300 per day, 125 being a fair average day. Of the maximum number who at any time work at our ships our master stevedore informs me that about 50 per cent. may be considered regular men who very rarely get less than four days a week, and often more. These men "follow the firm" and do not care to work for others. If we have no work on, they take a holiday.

8. Forty-five per cent. or thereabouts of our maximum number get from two to four days a week with us, and no

doubt put in odd days from time to time with other firms, when they get the chance. Finally there is a residuum of about 5 per cent. who get an occasional day's work at busy times. This last class is composed of loafers of poor physique.

9. I believe the conditions in our business to be fairly typical of the trade of the port as a whole. While there are a few lines which may be able to give fairly regular work to a somewhat larger percentage of men than we can, others undoubtedly are much more irregular.

10. It follows from the above that unemployment at the Liverpool Docks is chronic; it is never non-existent. To some extent it is also periodic, but the seasonal fluctuations of dock labour are not nearly as great as is often supposed. The fluctuations from day to day are far greater.

11. The Commission will no doubt obtain information as to unemployment in other trades in Liverpool from persons better qualified to speak on that point than I am. So far as seamen and firemen are concerned, I do not consider the question of unemployment at all serious.

12. It is perhaps hardly necessary for me to say much about the effects of unemployment. Casual labour, combined with the drinking habits of a large section of the population, is responsible for the shocking conditions of life in the Liverpool slums, which are still, in spite of all the rehousing that has been done by the Corporation, among the worst in Europe.

13. *Remedies for Unemployment.* I am an advocate of some such scheme for the better organisation of dock labour as is outlined in pp. 39-40 of Miss Rathbone's pamphlet. It is essential, in my opinion, that the lowest class of casual labourers should be eliminated. The immediate result of enforcing a complete scheme of preference lists throughout the docks, and squeezing out the least fit among the men, would of course be a temporary increase of unemployment generally in the town. There is, however, no chance of anything revolutionary being hastily done. The displacement of labour would be gradual.

14. The Conferences* on Dock Labour attended by representatives of both masters and men, which are now being held under the auspices of the Distress Committee, have brought to light the great difficulties which stand in the way of any measures of reform.

15. A general desire that Liverpool should cease to be such a cockpit of casual labour as it is at present has, however, been manifested.

* Since this statement was written the Conference broke up without accomplishing anything. See also note appended to statement of evidence by Mr. A. L. Rathbone, Liverpool. App. No. LXIII.

APPENDIX No. IX.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT IN LEEDS, BY COUNCILLOR BROWN,
CHAIRMAN OF THE DISTRESS COMMITTEE.

1. As to the extent of unemployment I append full particulars as to number, trades, etc., of persons who have registered themselves for employment from November 13th, 1905, to December 31st, 1906. (*See Appendix IX. A.*) A large number of these applicants never seem to have regular work.

2. With respect to the causes of unemployment:—

(a) A large number of these men are physically unfit.

(b) Many of the applicants have never learned any trade and cannot adapt themselves to different class of work.

(c) My experience is that many of the applicants are not prepared to do a fair day's work.

(d) For many years the building trade in Leeds was very prosperous. At the present time the town is over-built; the result is that many casual labourers are now out of employment.

3. As to remedies for unemployment:—

(a) I would suggest that some effort should be made to provide more work on the land.

(b) I would like to make it compulsory that every boy should be taught a trade. Many parents are content to let their boys on leaving school work at those jobs where they can earn most, with no thought as to their future welfare.

(c) I would welcome legislation where the wastrel should be taken away from the towns and made to work; they are a danger and make it more difficult to deal with the genuine unemployed.

4. With reference to the working of the Unemployed Workmen Act I am afraid that we in Leeds have not benefited to any material extent. A large proportion of the money raised from the rates goes in administration, and the unemployed receive no advantage. We have found work for a large number of men, but that has been done by grants made to us from the Queen's Fund and the Local Government Board. The public in Leeds will not subscribe funds for the unemployed.

5. My view is that this question is a national rather than a local one, and money spent on works for the unemployed should be provided from the National Exchequer and not from local rates.

APPENDIX IX. (A).

(*Paper handed in by Councillor Brown, Leeds.*)

Number of persons registered from November 13th, 1905, to December 31st, 1906, 4,643:—

Trades of Applicants.										Skilled Occupations.		Labourers.	
Building trade	-	-	-	-	-	-	-	-	-	405		2,497	
Iron trade	-	-	-	-	-	-	-	-	-	272		320	
Boot and shoe trade	-	-	-	-	-	-	-	-	-	309		—	
Woollen trade	-	-	-	-	-	-	-	-	-	101		—	
Leather trade	-	-	-	-	-	-	-	-	-	68		—	
Painters	-	-	-	-	-	-	-	-	-	299		—	
Miners	-	-	-	-	-	-	-	-	-	41		—	
Gardeners	-	-	-	-	-	-	-	-	-	43		—	
Soldiers	-	-	-	-	-	-	-	-	-	—		28	
Sundries	-	-	-	-	-	-	-	-	-	260		—	
										1,798		2,845	

Alleged Causes of Unemployment.						Ages.			Number of Applicants.
Trade depression	-	-	-	-		Under 20	-	-	
Last employment under Unemployed Registry	-	-	-	-	314	„ 40	-	-	2,638
Work finished	-	-	-	-	154	„ 50	-	-	996
Illness of applicants	-	-	-	-	196	„ 60	-	-	687
Failure of employers	-	-	-	-	145	Over 60	-	-	259
Discharged by late employers	-	-	-	-	267				4,643
Left last employment of own accord	-	-	-	-	159				
Works closed	-	-	-	-	185				
To better self	-	-	-	-	4	Married, with family	-	-	2,929
Too old	-	-	-	-	14	„ no family	-	-	640
Just left Army and Navy	-	-	-	-	64	Single	-	-	1,074
					4,643				4,643

APPENDIX No. X.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. W. CADOGAN, PRESIDENT
OF THE NEWPORT (MON.) TRADES COUNCIL.

1. The Return of Unemployed (*see* Appendix X. A.) deals only with organised workmen, and I am sorry to say there are great numbers out of work who are unorganised.

2. The extent of unemployment has been partly answered by the Return. The effect has been to reduce hundreds of families to a state bordering on starvation, though many make noble efforts to hide their poverty.

3. In my opinion Parliament would do well to consider a revision of the law which permits, to such a damaging extent, the easy introduction into this country of manufactured articles from abroad, which has seriously hin-

dered two of our largest industries, namely, the engineering and building trades.

4. As to the Unemployed Workmen's Act, I consider it next to useless for relief of distress occasioned through being out of work. As the law stands at present, committees can find monies for purchase of land, emigration and administration, which is of very little use to the unemployed, but they cannot spend money in giving work to the unemployed in their districts. I would like to see the Act so amended as to allow distress committees to spend the amount they are empowered to raise by rate on the finding of work for their unemployed.

APPENDIX X. (A).

(*Handed in by Mr. W. Cadogan, Newport (Mon.).*)

REPLIES FROM BRANCHES, *re* UNEMPLOYED, MARCH 6TH, 1907.

Name.	Number.	Number Unemployed.	Average for 3 months.	Previous reply.	Remarks.
Bakers - - - -	40	No reply	—	No reply	} Great depression in building trade.
Bookbinders - - -	10	None	—	None	
Boiler Makers - - -	220	70	50	69 per week	
Bricklayers - - -	200	No reply	—	50	
Carpenters, No. 1 - -	160	17	18	24	
" No. 2 - -	45	9	7	10	
" No. 3 - -	30	5	5	8	
Dockers, No. 1 - -	600	No reply	—	No reply	
" No. 2 - -	—	—	—	Do.	
" No. 3 - -	387	150	—	—	
" No. 4 - -	100	No reply	—	No reply	} Forty of the trade, but all except 9 are working "up the hills," &c.
Engineers, No. 1 - -	250	Do.	—	None	
" No. 2 - -	250	15	10	None	
Gasworkers, No. 1 - -	15	No reply	—	No reply	
" No. 2 - -	35	9	9	9	
Glass Bottle Makers -	90	No reply	9	40	
Labourers' Union, No. 1	140	75	—	50 per cent.	
" " No. 2	60	30	35	No reply	
" " No. 3	80	40	—	40	
" " No. 4	118	40	40	No reply	
" " No. 5	90	60	50 per cent.	—	} Increased machinery, &c., in ship-building yards. Fell from 200 members owing to shutting down foundries.
" " No. 6	60	30	40	—	
Litho Printers - - -	14	2	2	—	} Six have found work out of town owing to slack building trade.
Locomotive Engineers -	—	No reply	—	—	
Mill Sawyers - - -	20	None	2	2	} All working.
Moulders - - - -	60	No reply	—	—	
Navvies - - - -	45	None	—	—	} Slackness in building trade.
Painters - - - -	65	None	7 per cent.	—	
Plasterers - - - -	66	8	25 per cent.	Similar	} Extraordinary slackness in trade, &c. Ten who have run out are not now counted.
Plumbers - - - -	37	2	3	5	
Railway Servants - -	400	None	—	No reply	} Extraordinary slackness in trade, &c. Ten who have run out are not now counted.
Shipwrights - - -	72	No reply	—	30	
Sailors - - - -	—	180	140	—	} Extraordinary slackness in trade, &c. Ten who have run out are not now counted.
Smiths' Hammermen -	40	None	—	—	
Steam Engine Makers -	40	No reply	—	2	} Extraordinary slackness in trade, &c. Ten who have run out are not now counted.
Stone Masons - - -	—	No reply	—	No reply	
Tailors - - - -	20	None at present	2	—	} Extraordinary slackness in trade, &c. Ten who have run out are not now counted.
Typographical Society -	100	4	5 per cent.	8	
Wagon Builders - - -	30	1	3	None	

Postmen, Tramwaymen, Assurance Agents, School Attendance Officers and Co-operative Employees were not written to.

APPENDIX No. XI.

STATEMENT OF EVIDENCE BY COUNCILLOR G. A. CAREY, A MEMBER OF THE MIDDLESBROUGH DISTRESS COMMITTEE.

1. I am an active member of the trade union movement. Thirty-five years ago I was enrolled in the Bricklayers' Society, retaining upwards of twenty years' membership. During this period I was in constant touch with seasonal and partial employment and its consequential distress. During the past fifteen years I have been connected with the Industrial Life Assurance Agents Union. For several years I have been and still am their delegate on the Middlesborough Trade and Labour Council, which has given me further facilities, over an extended area, of meeting with a great deal of unemployment attended with shocking results. During the last eight years, too, I have represented the very poorest portion of the town (the Marsh Ward) on our council here, which has still further widened my knowledge in these things. Lastly, by obtaining a seat on the Distress Committee under the 1905 Act new phases of these serious problems have been presented to me.

2. Middlesbrough's staple industry being the making of pig iron and steel smelting, the dealing with huge quantities of iron ore and large shipments of crude metal, a peculiar feature is stamped upon the employment of the district, that is to say, there is a constant unsteadiness in the volume of unorganised, casual rough and tumble kind of labour needed. A great many hands are employed, more especially in the shipping and stocking portion of this business, by the hour or by the ton, or even by the lot or job work. In some cases the job may run out less than a day's work. In many cases this partial employment goes on the whole year round, which is bad enough at any time, but in spells of rough weather or slackness, or lull in shipments, or for any other cause, then the trouble becomes acute and the suffering terrible. Most of the men thus employed are quite untrained and ill-adapted to do any other class of work even if that chance arose.

3. The shipyard employes may on the whole be regarded as a little better positioned. In the first place they are better organised and have had better training. Then there is some show of continuity with their work, but still, owing to the exposed nature of this work, spells of wet or windy weather throw all out of gear. And, again, many men work in squads or batches, and at times a squad is temporarily stopped until some other squad's work has far enough advanced to allow the others to get on again. This is such a constant trouble that it can be regarded both as a chronic and a periodic complaint.

4. For years past we have been turning hosts of intelligent but otherwise untrained boys out of our elementary schools and dumping them upon the street. They have no idea as to any future useful employment. Many of them drift down sooner or later into this partly employed army and begin to lounge away their lives outside the works' gates, their only hope being that now

and again they may succeed in getting an odd day's work. There is practically nothing whatever in the shape of wholesome, remunerative and useful work when our girls leave school provided in this district for them.

5. As to the effects, they are varied; and who dare attempt to picture half the evils attendant hereon? It is appalling to contemplate the stunted lives of the many children, blighted at their very start. As is most times the case it is the very lowest wage earner who is most affected. This bears hard upon his family. Chronic loafing is established, undesirable characters are perpetuated, and alongside of the finished elementary school-boys and girls our future criminals are in due preparation. We are not without our quota of suicides, brought on by long continued poverty and privation. To this our coroner's court and newspaper accounts testify.

6. Legislation should be beforehand and preventive rather than remedial. In fact, there can be no real remedy which fails to grapple with the cause. Continuity in wholesome remunerative employment is the stern necessity in this case.

7. In conclusion, just a word as to my experience of the Unemployed Workmen's Act. Here we are provided with a piece of machinery, wonderful of construction but entirely devoid of motive power.

8. We first opened an enquiry office. Many got their names filed thereat. The clerk investigated and reported them to be mostly genuine. Little or no work was found for the larger number. No relief was given and no hope of any was held out; consequently desirable and deserving applicants turned sorrowfully away. Thus this precious Act has proved itself so abortive it has not even earned the merit of helping to discover the extent of unemployment. Even now, whilst rarely anyone applies to be registered, cases are well known to exist where unemployment has been long continued. Need I say more to prove the utter helplessness of the Act than recite what took place at a meeting of our Distress Committee? The clerk (Mr. Richardson), having read out a long list of names of applicants, reported them as genuine, but said we had no work to offer. To this the chairman remarked it would be better for the clerk to save his own time and that also of the committee, to refuse to take any names of aged men and also to draw the line at the other end, saying that young fellows (and there were a good number of such in the list), say from eighteen to twenty-four years of age, should be advised, if they could not get work in Middlesbrough to go off and seek for work in some other towns! Thus to all intents advising that the body of chronic tramps be increased.

APPENDIX No. XII.

STATEMENT OF EVIDENCE BY MR. CHARLES ALBERT CARTER, SOLICITOR, ONE OF THE CLERKS TO THE JUSTICES OF THE CITY OF BIRMINGHAM FOR EIGHTEEN YEARS; A MEMBER OF THE EXECUTIVE COUNCIL OF THE CITY OF BIRMINGHAM AID SOCIETY; A MEMBER OF THE DISTRESS COMMITTEE OF THE CITY OF BIRMINGHAM; AND A MEMBER OF THE CHARITY ORGANISATION SOCIETY.

1. My Statement is confined to unemployment, having regard to the Unemployed Workmen's Act. The subject of relief under the Poor Law is not within my immediate personal experience.

2. Considering the question of unemployment as a whole, there is a class of men who avoid work and prefer to live on the labour of their wives or children or on charity. Most of these men, from drink, misconduct or lack of character, are more or less unfit for regular employment. No estimate of the number of such persons in Birmingham has been made, to my knowledge, but they are sufficiently numerous to affect the question of unemployment. I recommend that power should be given to the Poor Law authorities or the police to detain such persons and keep them to work apart from other unemployed persons. Society would gain by such a course, and the difficulty of dealing with the genuine unemployed would be diminished.

3. I leave these "undesirables" (but not necessarily "unemployables") out of further consideration, except to state that I believe that under proper conditions many of them might be reclaimed.

4. *Extent of Unemployment.*—This varies from time to time. I estimate the number in this city to be from 800 in bad times to 400 in normal times. I am aware that the returns of the distress committees give a much larger number of applications in normal times, but I think that on enquiry it would be found that not more than the number I have stated would properly come within the Act. Of these, one-fifth would be skilled workmen and the remainder unskilled.

5. This estimate does not include those who, though unemployed, belong to a trade union or in other ways have made provision for temporary want of employment. I recommend that it should be an instruction to distress committees to deal very favourably with any of these if by no fault of their own they get out of benefit or exhaust their savings, as, for instance, power to pay subscriptions in arrear, or grant relief not exceeding the proved amount of exhausted savings.

6. *The Causes of Unemployment* are various. I should put them in the following order in intensity of effect :—

(a) Seasonal trades (including stoppage of work from frost or snow).

(b) Changes in conditions of trade (including introduction of labour-saving machinery).

(c) Employment of women and boys to do work hitherto done by men.

(d) The discharge of men likely to cause liability to the employer.

7. The operation of these causes is often increased by a want of thrift when in receipt of good wages, and by a lack of capacity, endeavour and energy to take advantage of other spheres of work. I am led to this opinion by the numerous utterances I hear from employers (who do not appear harsh and unreasonable) to this effect: "If you will get me some good workmen I will soon find them something to do." It is, however, very difficult for a distress committee to prove this or to refuse to find work on this account in individual cases.

8. *The Effects.*—These causes result in the unemployment of men, some of whom cannot adapt themselves to a change of work, but all of whom are, generally speaking, of good character, desirous to find employment and most probably fit persons to be dealt with by a distress committee. If work is not found without delay, homes are broken up never to be restored, and the men rapidly become "undesirables" and society suffers consequently.*

9. *Remedies.*—The Unemployed Workmen's Act has not been in operation long enough to test its effect. The provision of work depends on voluntary contributions. As to the probable amount of such contributions there is no evidence. In my opinion the Act should have a longer trial and the attention of the public should be drawn to the necessity of voluntary contributions. Meantime, the enquiries made by the distress committee under the Act must result in much useful and necessary information being obtained. I am of opinion that the conditions under which work is to be provided under the Act should not be relaxed. Any relaxation would tend to destroy or weaken personal effort to prevent unemployment.

10. The labour bureaux may be extended throughout the country and linked up with each other.

11. Hitherto spade work only has been offered to the unemployed, and much of this has been work which would have been done sooner or later by regular labour. This work is not suitable for some, but I am not able to suggest any other labour which could be provided for such cases.

12. I can see no possible remedy other than the formation of farm colonies throughout the kingdom. These would least interfere with the labour market. I am aware of objections which have been made to farm colonies, but I believe that under proper conditions many objections would be obviated. A list of conditions which, in my opinion, require consideration is annexed. (*See Appendix XII. A.*)

* Since this was written a year ago the demand for workmen has decreased.

APPENDIX No. XII. (A.)

(Paper handed in by Mr. C. A. Carter, Birmingham.)

CONDITIONS TO BE CONSIDERED RELATING TO FARM COLONIES.

1. That farm colonies shall be provided for the largest possible area, counties and boroughs being grouped together for the purpose.

2. That the requirements of the Unemployed Workmen's Act shall be observed.

3. That each farm shall be sufficiently large to find work (including the making of as many necessities as possible for use on the farm only). This will afford work when outdoor operations cannot be carried on.

4. That the employment shall be sufficiently classified so as to enable the better men to work under superior conditions.

5. That provision shall be made for enabling those found fitted to obtain permanent employment on the

land, preferably by taking up co-operative allotments on or near the farm.

6. That the Poor Law or other authorities shall have power to detain and keep to work under less comfortable conditions than at the farm colony all persons persistently unemployed by their own fault, or who fail to observe conditions of work on the farm colony.

7. That in order to keep the public in close touch with the farm colony and its work the body to whom its management is entrusted shall have power to co-opt representatives of other public bodies or relief societies or private persons qualified to assist in the management.

8. Opportunity to be given under proper conditions to private person or voluntary societies to pay for the maintenance on a farm colony of suitable men out of work who are willing to go.

APPENDIX No. XIII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. JABEZ CHAPLIN, SECRETARY, HOSEIERY TRADE UNION, TOWN COUNCILLOR, MEMBER OF DISTRESS COMMITTEE, ETC., LEICESTER.

1. I am Secretary of the Leicester Hosiery Trade Union, and have been since April, 1892. I am a member of the Leicester Town Council, and on the Distress Committee, and several unofficial committees for helping distress.

2. As to the extent of unemployment, fewer men are employed each year in the hosiery trade, and there are hundreds of old men who have been living on charity from some source. Eighty old stockings over sixty years of age are in our workhouse to-day, many of whom would be able to get a good living if their hand frames were still in use, but new patent machinery has knocked their machinery out—hence the trouble.

3. Overtime is worked at times in some branches of the trade. There has, however, been a good deal of short time—for men, but not so much for women.

4. Of the causes of unemployment, the chief is the constant introduction of improved machinery, which has

been the cause of the troubles in the hosiery trade for many years.

5. The effect of this improved machinery has been that hundreds have had to leave the trade and accept whatever work they can obtain.

6. Of the remedies for unemployment the foremost is the solution of the land problem. All trades are improving their machinery and methods while we buy food, etc., worth millions of pounds every year, which we could produce at home if the land was in the hands of the people instead of the people's enemies.

7. The Unemployed Workmen Act has not done much good. I am disgusted with it. It says a lot, but does very little; it keeps a man from being assisted who has been on labour-test for twelve months. I should like to see the men responsible for such an Act become victims to its operations; they would then say, "From such Acts, good Lord, deliver us."

APPENDIX No. XIV.

STATEMENT OF EVIDENCE BY MR C. COATES, MIDDLESBROUGH.

1. My experience of the Teeside district extends over twenty-five years or more, during which time I have been closely connected with the trades peculiar to the locality. I have also during this time been in close touch with working class organisations, and for some years have taken an active part in the labour movement here.

2. I do not think it can be said that there is at the present a very great amount of what may be called extended unemployment, nor can it be said that Middlesbrough suffers from what is called seasonal unemployment, except to a certain extent in such trades as the building and painting trades, but of course this is not peculiar to Middlesbrough. The chief trades of the district are :—Iron and steel making and shipbuilding, and unemployment is manifested in these industries in two ways, namely :—

(a) During times of slackness of trade, when of course it assumes rather alarming proportions, especially amongst the unskilled and unorganised workers.

(b) Intermittent employment.

3. (a) The latter feature I wish to lay special stress on so far as Teeside is concerned. It is really impossible to gauge the widespread evils resulting from the intermittent nature of the employment of unskilled workers in the shipbuilding and allied trades. I have made very careful enquiry at the shipyards and if you deem it necessary I could prepare you a report of the wages, hours of labour, and class of work of the various hands employed in the building of a ship from the start to the finish, but for the moment I put before you only the conditions attendant on the large number of unskilled labourers employed. A skilled workman in a shipyard here, of great intelligence, writes me somewhat as follows :—

(b) "The unskilled labourers in shipyards may be roughly divided into two classes, namely :—platers' helpers and general labourers. The former outnumber the latter in the proportion of four to one. The nominal wage of a plater's helper is 31s. weekly, but the exceeding irregularity of the work pulls this down, and from 18s. to 21s. represents more exactly the average weekly income. Their work is excessively severe and almost brutalising in its effects upon the men, who, with very few exceptions, become mere physical wrecks at a very early age and help to swell the ranks of the (under present conditions) unemployable. Their standard of life is about that of Class B. in Charles Booth's work, and they are, of course, mostly slum-dwellers, paying about 3s. 6d. to 4s. 6d. weekly. The other ship-yard labourers occupy an even lower economic standard. Their wages run from 15s. to 18s. weekly and the above remarks apply with increased force to them. These figures represent the earnings in busy times such as we are now passing through and do not take into account the long periods of out of work during slack times. The difference between nominal and actual earnings is accounted for by the extremely irregular nature of shipbuilding, continuous employment being the exception, while the rule is alternate periods of idleness and over-work.

(c) "Another cause of irregular employment is the weather, which in winter especially often stops the work for days and weeks at a stretch. In some of the more up-to-date yards on the Tyne and Clyde the building berths are covered in with sheds, but that idea would here be considered 'Utopian.'

(d) "Another prolific cause of this chronic unemployment is the increasing amount of work which is now performed by boys, who are nominally apprentices but who are in reality involuntary blacklegs, who perform the same work as men at about one-fourth the pay. Up to 1899 the number of apprentices was strictly limited to the proportion of one apprentice to five journeymen, but in that year the employers forced an agreement upon the Boilermakers' Society which removed that restriction, by which the

trade is now gradually being swamped by boys who perform practically the whole of the interior work of the ship. Recent developments in new types of ships have by simplifying the construction done away wholesale with jobs which formerly employed a large number of men. The introduction of labour-saving machinery has also tended to increase unemployment, but not to the same extent as might be supposed, as it can only be profitably employed in shipbuilding to a very limited extent. In fact the introduction of labour saving machinery has tended rather to make the work more efficient and easy for the men than to abolish manual labour altogether."

4. It is impossible to exaggerate the evils of this intermittent employment amongst shipyard labourers. I myself two years ago helped in taking a census of the town on unemployment and I made a house to house canvass in one of the poorest wards in the town where a large number of these unskilled labourers dwell, and what struck me particularly was the monotonous repetition of the same story of the adult members of the household having merely had for several weeks past what they called "catch jobs." In house after house I was told of the troubles and the debt the occupants were in, and the remark was constantly made that "We never seem to get straight."

5. The same intermittent employment is also seen amongst the dock labourers at Middlesbrough Docks. As Middlesbrough is a port where large steamers load regularly with iron and steel goods for all over the world, we naturally have the problem of the casual dock labourer here. To use the words of one of these labourers: "We are millionaires one day and paupers the next."

6. In the iron and steel works there is also a great deal of intermittent labour amongst the unskilled workers. For example, I will give you merely one instance: When a boat loaded with iron ore arrives at the iron works wharf a gang of labourers is engaged until the boat is discharged and if there does not happen to be another boat following the gang is paid off. This is another instance of the prevalence in this district of what is called "catch jobs."

7. When one investigates the life in the large slum areas of Middlesbrough it seems quite evident that the degeneration and demoralization generally is chiefly due to the conditions of employment noted above.

8. The Poor Law statistics of the Middlesbrough district show that the out-relief is received mainly by the women and children and the aged, and that the number or recipients shows a tendency to increase. Generally, the proportion of able-bodied casual labourers is small, but in the winter the proportion is larger than at other times of the year.

9. I cannot possibly see that any important remedy can be effected by the present Unemployed Workmen Act. There are no funds at the disposal of the Distress Committee and what has been done, and what is being done, is done in a very half-hearted way, which I presume is not to be wondered at considering the limitations imposed upon the committee by the absence of funds and powers.

10. I cannot, however, see what the committee can do to meet this all-pervading difficulty of intermittent employment. The evils can I think be mitigated to some extent if the Distress Committee or Labour Bureau became an active agency for setting men to work instead of being, as it appears to be at present, a passive registration agency. The problem, however, is so difficult, when one takes into consideration the present organisation of industry, that I do not feel myself able to offer a cut-and-dried remedy from a merely local point of view.

11. I may be permitted to remark in conclusion that enormous improvements are required in the Middlesbrough

APPENDIX No. XIV.—*Continued.*

district in the way of better streets, better roads, and improved sanitation, and a large housing scheme is urgently needed. Given another period of declining trade it appears to me that there are plenty of opportunities for the Corporation to put in hand these improvements. I tender this opinion, however, with a full knowledge of the difficulties attendant on the use of such improvement schemes as a palliative for unemployment.

12. The above statements apply in the main to workers of the male sex, but the writer is cognisant of a large amount of casual women labour at sweated wages which exists in Middlesbrough and about which he regrets he is not able to offer any adequate and reliable details. The whole matter dealing with women workers, married, unmarried, and widows, calls for a most searching investigation.

13. We have had in this district during 1907 exceptionally good trade, but there has still been a large amount of intermittent employment noticeable. At the commencement of last winter, however, we entered upon what has turned out to be rather a severe depression, and unemployment has grown to a terrible extent in the town of Middlesbrough. In Middlesbrough alone the present strikes amongst the shipbuilders and engineers have not affected us so much as in districts more closely connected with the trades named.

14. The chief cause of unemployment here during this

last winter has been the paying off of large numbers of workmen owing to declining trade. Attempts have been made by the council to put in hand schemes of drainage, road-making and sewer construction, but the progress has been very slow, and only a fringe of the distress attendant on unemployment has been touched. It is difficult indeed to describe adequately the appalling nature of the distress observed by myself personally and my colleagues during the above named period of unemployment. Large numbers of men have registered at the office of the distress committee, but they have very quickly discovered the inutility of this proceeding.

15. Funds have been started by the mayor and by religious and labour organisations, and the mayor's fund has been distributed, in the shape of groceries and coals, to a great many families after the closest investigation has been made. At one registration agency, for women alone, in a few weeks over 700 applications were made for employment, but needless to say the supply was enormously in excess of the demand.

16. I can only finally remark that in Middlesbrough there is still an enormous amount of public work which should be undertaken to put the town into a decent and healthy condition. There are large slum areas which should be cleared; sewerage developments are needed, and the condition of the roads and streets is disgraceful in the extreme.

APPENDIX No. XV.

STATEMENT OF EVIDENCE BY MR. CECIL CROSSKEY. MEMBER OF DISTRESS COMMITTEE, ETC., BIRMINGHAM.

1. I was for many years a member of the Committee of the Birmingham Charity Organisation Society. I also took an active part in the formation of the Birmingham Central Aid Committee, and became the first honorary secretary, and assisted in the development and extension of that committee, now known as the City of Birmingham Aid Society, and am now a joint honorary secretary of that society. I was also a joint honorary secretary of the town's committee which managed the Birmingham *Daily Mail* Reservist's Fund and which distributed a fund of nearly £56,000 to nearly 4,000 cases during the South African War, and I gave evidence before the Royal Commission appointed to enquire into the administration of the various charitable funds available for the relief of widows and orphans of soldiers and sailors. I was honorary secretary of the Aid Committee in the administration of the Lord Mayor's Fund (Birmingham) during the exceptional distress in the winter of 1904, when over 15,000 applications were dealt with and over 7,000 cases helped after investigation, and the problems of giving help to and finding work for the unemployed carefully considered and the organisation of charity generally discussed. In connection with that fund a memorandum was issued giving an account of the work found for the unemployed in London and the provinces. A copy of the memorandum is enclosed. In Birmingham the City Aid Committee gave work to about 1,029 unemployed, and it is useful to note that where continuous work was given the result was highly satisfactory. I have been a member of the General Purposes Committee, of the City Council Distress Committee since its formation.

2. In answering the following questions I have had the opportunity of discussing them with my colleague on the City Aid Society, Mr. T. W. Trought, and my replies also express his views.

3. *Extent of Unemployment* :—

(a) Numbers and class of men out of work. Mainly unskilled workmen. About 2,109 applications for work have been received by the Distress Committee

since December, 1905. At least 25 per cent. must be deducted as unsuitable from various causes, such as unemployable, bad character, etc. It should be noted that in many cases the unskilled workman describes himself as belonging to a particular trade, but on enquiry he is found to be merely a labourer helping the skilled workmen.

(b) Extent over time, *e.g.*, whether chronic or periodic? As regards the bulk of unskilled labour—periodic. The chronic cases are due “to the men being unemployable from various causes.”

4. *Causes of Unemployment* :—

(a) The displacement of labour by mechanical power.

(b) Want of adaptability on the part of the worker and of foresight in being prepared for a variation in trade methods on change of pattern, etc.

(c) Periodic fluctuation in trade without provision being made on the part of the employer or employee for this contingency.

(d) In trades affected by the season a failure on the part of the workers to provide for loss of work in the off season.

(e) The want of technical knowledge and skill. During exceptional distress it has been found that almost the whole of the applicants for help belonged to the unskilled class.

(f) Physical and mental incapacity.

5. *Effects of Unemployment* :—

(a) The encouragement of pauperism and dependency on charity and, as a corollary, a deterioration in character.

(b) To keep down the wage of unskilled labour to the lowest bare living wage, practically to a wage incompatible with healthy life.

Within a week or a fortnight of unemployment the unskilled man is without means.

APPENDIX No. XV.—*Continued.*

6. *Remedies* for unemployment, with an especial reference to the working and results of the Unemployed Workmen Act :—

(a) Technical education.

(b) Improvement in the physical condition.

(c) The organisation of trades both as regards the employer and the employed.

The work of the Distress Committee has been beneficial in providing, where possible, work to tide over a temporary want of employment and so prevent the recipient becoming a pauper or immediately dependent on charity. The labour bureau is capable of great extension and has a sphere of usefulness before it in assisting the organisation of labour, both as regards the employer and employed, and

aiding the migration of labour. Actual results can hardly yet be ascertained, but by a development and extension of this branch of the Distress Committee's work it is anticipated that the present difficulty of finding the labour required on the one hand, and of finding suitable employment on the other, will be diminished and distress through want of employment relieved accordingly. The careful enquiries made and recorded by the Distress Committee have been of the greatest help, both as a guide to the condition of the unemployed and as an assistance to a society such as the City of Birmingham Aid Society in their work.

The official record, properly kept, is one of the most useful features of the work.

APPENDIX No. XVI.

**STATEMENT OF EVIDENCE BY SIR WILLIAM SMITH CROSSMAN, JUSTICE OF THE PEACE,
LORD MAYOR OF THE CITY OF CARDIFF, COUNCILLOR OF THE CITY OF CARDIFF.**

1. I consider that the period of residence mentioned in the Unemployed Act should be shortened, and whilst I am certainly of opinion that a period of residence should be fixed to prevent the influx of population from outside districts when a distress committee are providing work for local unemployed, I should say that a residential period of three months would be a fair qualification.

2. It has been in my mind for some years as a public representative that the Local Government Board should be empowered to grant money at a low rate of interest for the purpose of providing work for the unemployed.

3. A local authority, having works which were not necessary to be carried out immediately, could in time of lack of ordinary employment or in time of distress put such works forward as relief works.

4. An inspector might be appointed by His Majesty's Government to ascertain the state of employment in the various districts, and upon his reporting to the Government, money might be granted at a low rate of interest, and the repayments spread over a long period, when a distress committee would be enabled to find the necessary work.

5. In such cases the local authority with the Exchequer would be bearing portions of the cost of providing for the unemployed.

Indeed, I would say that the expense of providing work should be borne equally by His Majesty's Exchequer and the local authority.

6. Upon the head of the working of the Unemployed Act, to my mind this Act is not capable of dealing with the unemployed question in a thorough manner.

Certainly it empowers a distress committee to provide for emigration, as a means, perhaps, of lessening the tension and strain in districts, but it does not touch the root of the problem, *i.e.*, the provision of work.

7. Without the Queen's Fund no work could have been provided in Cardiff. The ratepayers did not respond—at any rate but very sparsely—to the committee's appeal for money.

8. It is invariably found that the unemployed flock to the large urban districts (frequently already overpopulated) at times when work is scarce, and it is most difficult in such areas to find employment for all those in need. The areas of urban districts, cities, and boroughs are frequently too confined and do not include sufficient

margin of a rural character. If the boundaries of such areas were extended so as to include a much larger area of a rural character there would be much greater scope for work to be found for the unemployed in such areas. Rural district councils, with the many miles of old narrow and inefficient highways, have a much greater scope for finding employment for the unemployed in the widening and otherwise improving of the main and byeroads of their districts. Taking Cardiff as an instance, within the city boundaries within the last fifteen years or more the old main and secondary roads (formerly old country roads) have been vastly improved by the unemployed as providing the best class of work upon which to put such men to work. This class of work, however, has been carried on to such an extent within the city that it is now practically completed, and there is little or no work of this description upon which the unemployed could be engaged.

9. The surrounding rural district, which, however, bounds in miles and miles of such roads, upon which, looking to the future, it would be of the utmost possible advantage to the district to the increasing vehicular traffic, and particularly the heavy and light locomotive traffic, that the improvement of these roads should be put in hand, and there is no class of work which would be more beneficial and which is so necessary upon which to expend public money at the present time than that of improving the highways, and particularly the main roads leading into the large cities and towns of the country.

10. Rural district councils pay little, if any, attention in this respect to the necessities of the growing population, with the result that the fringes of the old highways are allowed to be built upon without due consideration to the exigencies of the growing population and increasing traffic, frequently resulting and necessitating afterwards the purchasing and pulling down of costly properties, which is no advantage to the community at large but results in a very serious waste of money and a burden to the ratepayers.

11. If the boundaries of urban areas were therefore extended there would be a very much wider field for carrying work in this direction upon which the unemployed might most suitably be engaged.

12. An urban authority, however, cannot be expected. nor will the law permit it, to expend money to improve roads outside its area, while in the case of Cardiff there is little, if any, of this class of work remaining to be done.

APPENDIX No. XVII.

STATEMENT OF EVIDENCE, BY MR. MARTIN CURLEY, MEMBER OF DISTRESS COMMITTEE, AND SECRETARY OF THE TRADES COUNCIL, LEICESTER.

1. I am connected with the largest branch of a trade union in the country and have served as auditor member of Executive Committee and Board of Arbitration. I am a member of the Leicester Distress Committee and secretary of the Leicester Trades Council.

2. As to the extent of employment, last December there were some 1,000 men registered at the Labour Bureau and there must be a good number out of work who will not so register, especially among trade unionists who receive out-of-work pay.

3. I may write only of the boot and shoe trade so far as "chronics" are concerned, and I should say there are quite 300 of that class belonging to that trade.

4. So far as the two staple trades are concerned the causes of unemployment are, first, labour saving machinery and the removal of work to the country districts.

5. The effect has been in the shoe trade that men over forty years of age are not required and when once they are out of work the chances are very great against them starting again in that trade.

6. The cause for the removal of an employer to a country district is generally to get cheaper labour, and very often female labour is being used to operate machines that are only fit for men to work.

7. The effect of this in the near future, so far as Leicester is concerned, with its heavy liabilities and a stationary if not a decreasing population, will be a state of things one cannot feel quite easy about.

8. So far as the results of the Unemployed Act are concerned I am of opinion that the only good that Act has done has been the registering of unemployed workmen. While I acknowledge the assistance given by the corporation to find work I am of opinion that the one and only remedy is to get the men back to the land. I am certain that if a good scheme could be devised, there ought not to be any serious difficulty in the way of that, thousands of men who to-day want work would be able to keep themselves and their wives and families.

9. I may add that I think the clause of the Local Government Board which states that a person employed by the distress committee shall receive *less* than the standard rate of wages in the district is a bar to many trade unionists from applying for work.

APPENDIX No. XVIII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. J. CUTHBERTSON, PRESIDENT OF THE NATIONAL SOCIETY OF AMALGAMATED METAL, WIRE, AND TUBE MAKERS, BIRMINGHAM.

1. For the past forty years I have been employed at Messrs. Phipson and Warden's, Argyll Works, Granville Street, Birmingham, as a maker of cased and other tubes; and during the last twenty-five years of that time I have held the position of working-foreman in that department. For twelve years I have been President of the National Society of Amalgamated Metal, Wire, and Tube Makers, the head offices of which are at 70, Lionel Street, Birmingham.

2. The experience resulting from the work and duties appertaining to this office has made me familiar with the causes affecting employment, especially in the metal trades of this district; and as I have been a delegate on several occasions to metal workers' congresses on the Continent, I am able to compare the conditions here with those obtaining in other countries.

3. Almost all my leisure time for more than forty years has been voluntarily devoted to efforts to improve the condition of the class to which I belong. With this object in view, I have, at various times, been science lecturer, teacher of adult bible classes, organizer of Sunday evening religious lectures to working people, teacher and superintendent of adult Sunday morning schools, and speaker at P.S.A. classes, religious services, temperance and friendly society meetings. In this way I have been brought in contact with the wage-earning class on many sides, and am therefore acquainted with some of the reasons which produce want of employment and distress among them.

4. *Extent* :—

(a) Between 7,000 and 8,000 organised workers are out of work on an average in each year. These are, in a large proportion, skilled workmen. The number of unemployed among the unorganised workers is proportionately greater, due to the fact that they are less regularly employed.

(b) In some trades the extent of overtime is chronic, for example, the brass trades. In others periodic, for example, the tube trades.

5. *Causes* :—

(a) The very unsatisfactory condition of land tenure in England, which makes it impossible for men in the country to obtain a living from their labour,

in consequence of which they are forced into the manufacturing centres, and thereby swell the number of unskilled workers, for whom there is not sufficient employment.

(b) The general introduction of automatic machinery for the production of articles which were formerly manufactured by trained handicraftsmen, and these machines, to a considerable extent, are managed by non-adult and female labour, and the male adult workers are consequently thrown out of work.

(c) The specialisation in modern methods of manufacture, which brings into existence a large number of process workers, that is, men who are proficient in some one particular branch or process of the trade in which they are employed. These workers take the place of those who are competent to produce the complete article, and when they themselves are prevented by bad trade or by other reasons from carrying on their particular work, they find it very difficult to turn their hands to other useful employment.

(d) Early and improvident marriages.

6. *Effects* :—

(a) Low wages.

(b) Insanitary and wretched dwellings.

(c) A very low standard of living.

(d) A condition of helplessness, hopelessness, indifference, and want of enterprise.

(e) Drunkenness.

7. *Remedies* :—

(a) The Unemployed Workmen's Act is of little value as a remedy.

(b) Legislation of such a character as would abolish the system of entail, and as a consequence set free the land for profitable cultivation, and which in addition would fix a fair rental for the same.

(c) Limitation and regulation of female and juvenile workers.

(d) The avoidance of overtime as far as possible.

(e) More general organisation among the workers.

APPENDIX No. XIX.

STATEMENT OF EVIDENCE AS TO UNEMPLOYED BY MR. JOHN DAVIES, MINERS' AGENT SOUTH WALES MINERS' FEDERATION; MEMBER OF THE GLAMORGAN COUNTY COUNCIL.

1. I am a miners' agent for the Dowlais district in the borough of Merthyr Tydfil, a county councillor of Glamorgan, and a member of the Merthyr Tydfil Town Council. In the capacity of miners' agent I am coming in contact with workmen in other parts of the borough and very often I attend meetings of the Trades and Labour Council of Merthyr and Dowlais.

2. There are always between fifty and sixty unemployed, and in winter time they number about 100, but in times of depression in trade they have been between 200 and 300.

3. The class of men are mostly unskilled sprinkled, with few skilled.

4. Unemployment is caused by the introduction of machinery to do away with men; and low wages compelling those fortunate workmen to work overtime before they are able to meet the requirements of their families.

5. Owing to the demand for work, those in work cannot get proper wages for the work done, and therefore there is general distress.

6. A remedy for this would be shorter hours by Acts of Parliament and higher wages.

7. To meet this there should be reduction in ground rents, for all purposes, reduction in wayleaves and royalties, and taxation of land values to enable the employer to carry out the first suggestion.

The Witness subsequently added the following:—

8. The leases of Cyfartha and Plymouth Companies are about expiring, and the consequence is that no expenditure is made to keep the works up-to-date, and therefore some parts have been closed down.

9. There are now between 400 and 500 men out of employment.

10. There is a quiet fight going on between the land owners and the colliery and steel works owners, one working for the reduction in the price of the lease, the land owner watching for an advantage to raise it. The community has got to stand by, and suffer the privation, without any power to interfere.

APPENDIX No. XX.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY ALDERMAN ERNEST DESQUESNES, LL.B., CHAIRMAN OF THE DISTRESS COMMITTEE FOR THE COUNTY BOROUGH OF SALFORD.

1. My personal experience of this problem, so far as it is of a special character, is derived from my Chairmanship of the Distress Committee for the County Borough of Salford, a town with a population approximating on a quarter of a million. The opinions expressed are my own, and are, therefore, not intended to bear the *imprimatur* of the committee over which I preside.

Extent.

2. It is not claimed for our local statistics that they are exhaustive, as it is improbable that all cases of unemployment come to the knowledge of any distress committee. But, so far as we have been able to gauge the extent of the evil locally, by the machinery of the Unemployed Workmen Act, 1905, we find that:—

(a) The number of cases of unemployment for the twelve months ending October 26th, 1906 (our first full year), is 1,919, all of them cases of males except seventy-five. The classes affected are mainly those connected with the building trade, and of them the more unskilled and unorganised members whose employment usually fails in the winter months. The unemployable from age, infirmity, etc., also form a large proportion. The character of these unemployed will be gathered from the fact that of the number stated we have passed 688 as complying with the conditions required by the Act for favourable treatment, the remainder being rejected on some one or more of the following grounds of disqualification, namely, age, illness, or infirmity, bad conduct, receipt of Poor Law relief, or their having themselves presumably found employment subsequently to registration, further trace of them having been lost.

(b) Of the total cases of unemployment I should estimate one-half (including the unemployable, constituting about 10 per cent. of the whole unemployed) as coming under the heading of chronic, and the remainder as periodic.

Causes.

3. I should say the causes of unemployment are mainly:

(a) Physical unfitness, arising either from ill-health or age.

(b) Moral unfitness, in the nature of bad character or indolence.

(c) Inefficiency or want of skill.

(d) Economic causes, mainly:—

(i) Want of balance in the supply and demand of particular kinds of labour, and the inadaptability of the labourer trained for one class of work for transfer to another in order to adjust that balance.

(ii) Want of information and facilities for the better distribution of labour to supply demand or relieve congestion.

(iii) Fluctuations of trade.

Remedies.

4. I make no attempt to suggest full remedies for an evil the causes of which are so diverse and deep-rooted. I therefore restrict myself to the aspect of the problem as it presents itself for practical purposes to a member of a distress committee under the Act, charged with the duty of immediate action.

5. Our committee has included in its operations the Labour work of a labour exchange, which has had useful results, exchange. and appears to me to be quite on the right lines by way of supplementing the useful agency of the trades unions in the same direction. This is an institution which I have no hesitation in saying should become permanent, and be developed to the fullest degree of efficiency possible.

6. We have done a little, but very little, in exercise of the powers given by the Act to promote emigration. I find this an almost prohibitively expensive mode of bringing relief to a very small proportion of the cases we have to deal with, in view of the limited funds at our disposal. There is also to be considered the question of how far the expatriation of the population may be regarded as the proper solution of the problem, and whether it ought not to be treated as one of the last remedies to be resorted to.

7. There is much greater difficulty, however, in administering the other branches of the work of a distress committee involved in the provision of suitable work for the unemployed. The Act requires that such work should be of utility, and either provided directly or financially assisted by the committee. There are, however, other obvious conditions to be observed if the committee is not to defeat its own object. I have always thought it necessary to eliminate from the schemes proposed all those which would bring the unemployed into competition with enterprises already on foot, as otherwise we should simply create unemployment in one direction in order to relieve it in another. The effect of such a

Number of unemployed.

Classes affected.

Their character.

Chronic and periodic.

Causes of unemployment.

Emigration

General work provided by distress committees.

Difficulties in the way.

APPENDIX No. XX.—Continued.

policy of elimination is, however, to narrow down the possible field of operations for the relief of distress, so as to considerably paralyse the hands of the committee.

8. Bearing in mind, therefore, that the kind of work to be provided must be additional to, without displacing any portion of, the sum total of work already available, I have always realised the great difficulty of devising any scheme which complied with this condition, and which would, at the same time, be of a useful character, and practical in the sense of coming within the scope of our limited resources. Three conditions have thus, in my judgment, to be complied with. The scheme must be:—

(a) Useful.

(b) Non-competitive with existing enterprises.

(c) Practical in the sense of coming within the scope of the finances available.

9. The more obvious enterprises to which the eye turns with these conditions in mind are local schemes of public improvement, which, however, usually come within the scope of the functions of the local municipality. No good purpose can be effected in this direction by merely doing for the municipality, or paying for the doing for them, of work which would otherwise be done in any case. The degree to which such work is done by the local authority, however, is often limited by the taxable capacity of the ratepayer, and, therefore, does not always mark as high a point of efficiency as one would reasonably desire. There is, consequently, some opening for a distress committee to supplement corporate effort. For example, a certain sum of money is spent annually in Salford, as elsewhere, on the cleansing of the streets. That sum is as large a one as the corporation feels it can properly allocate to the purpose, having regard to its other obligations. But everyone feels that he would like something still better in the way of street cleansing if he could get it. This state of facts has enabled us to find work in the nature of additional street cleansing for some of our unemployed, and they are actually engaged upon it. We have also found employment for many other of our workless citizens in labour at the sewage works, directed to the promotion of a higher standard of river purification than would otherwise be attained. This work has unfortunately now come to an end, and we are in the greatest difficulty to know with what to follow it, having regard to all the necessary conditions to be complied with, and our want of adequate resources.

10. The Act authorises the promotion of farm colonies. Such colonies would furnish the most relief at the period of the year when it is least required, and they would have to be on a fairly extensive scale. The cost has to be met out of what is left of the proceeds of $\frac{1}{2}$ d. rate, after providing for certain administrative and other charges specified, and the local public do not seem to favour any increase of that rate. In many boroughs, even though the rate were levied to the full extent (and unless largely increased), the amount so secured would be altogether inadequate for the purpose, with the result that this provision is in nearly every case a dead letter. It is not every distress committee which can be expected to start a farm colony of its own, and it seems to me that this form of enterprise can only be entered upon with some prospect of success on the lines of joint action, and as a general undertaking.

11. I am, indeed, of opinion that general and national schemes of this nature, embracing afforestation and reclamation of waste lands, and accompanied by legislation which would assist in the promotion of increased labour on the land, supply the readiest and most appropriate

solution of the more important side of the problem. And this brings me to the financial aspect, as to which the Act seems to me to be conceived on lines which are not satisfactory. The financial aspect.

12. Apart from the $\frac{1}{2}$ d. rate, which is only applicable to limited purposes, the distress committee are dependent on voluntary contributions. I believe it is common experience that while the first appeal to the public for funds met with a fair but not very handsome response, further efforts to secure contributions have proved a failure. In Salford our first annual appeal resulted in a sum of £988 18s. 10d., our second in £56 14s. Of these amounts a portion was collected by the Press. There are probably two reasons for the failure of the public to make a better response:—

(a) Their unwillingness to contribute at all to objects which to any extent may be and are assisted by the rates. Why a failure.

(d) Their unwillingness to recognise any claim upon them unless it is made in respect of distress which can be shown to be of an exceptional character.

13. From this it results that if the distress committee are to continue their work they must be provided with a source of revenue, certain and definite. Necessity of a certain and definite source of revenue.

14. Without this it is impossible for committees to devise and embark upon schemes which will effect the purpose for which such committees exist. Nor has it been made quite clear whether such schemes are expected to be of a permanent or of a temporary character; whether the distress they are intended to cope with is the permanent, or only the exceptional. I believe I am right in saying that the assistance of the fund recently administered by the Local Government Board was limited to cases of exceptional distress. But if we are to provide machinery we must know whether it is required to be permanent or only temporary, and, if permanent, we must have a fund both certain and adequate. Must the schemes be permanent or temporary?

15. Our position in Salford at present is paradoxical. We have both too little and too much money—a few hundred pounds. Too little to undertake anything adequate, and too much in the sense that we can do scarcely anything with it of a satisfactory character. A Salford paradox.

16. My personal opinion is that the main schemes of relief should be undertaken by the State, at the expense of the State. The burden ought not to be made a local one, as an influx of surplus labour to particular localities from no point of view casts any special obligation on those localities. I am aware of the minimum residential qualification imposed by the Act, but its application merely leaves these cases of distress undealt with. Apart from this, the localising of the charge in many cases throws the burden on to the very shoulders which are least able to bear it. Solution: State schemes State supported.

17. In conclusion, I would say that the distress committee should investigate local conditions and refer all cases for treatment, but the schemes themselves should, in the main at all events, be of a general character, nationally administered, and at the national cost. Distress committees to investigate and refer the cases.

18. I ought to add that although the cases of female unemployment are not very numerous, we have not been successful in devising any satisfactory method of dealing with them up to the present time, although various proposals have received our careful consideration. The principal difficulty is the want of training for any particular calling of the women who apply to us, added to which a large proportion of the cases are those of persons requiring only very temporary occupation in order to tide over some such emergency as the husband having fallen out of employment. Female unemployment.

APPENDIX No. XXI.

STATEMENT OF EVIDENCE BY COUNCILLOR R. DOMMETT, SWANSEA.

1. The loading and unloading of this port is done by shipping companies, merchants and Harbour Trust. We have no contractors. Dock work in Swansea is worked by permanent gangs; the same gangs follow the different callings, and each gang has its own number of men following them. In the event of extra gangs being required, we have always a surplus of men after every gang, and as a rule they do not look for work outside their own gangs which they follow up.

2. The timber trade is the worst calling in Swansea. They work about five months in the year. The coal-trimming section has fairly regular employment. They have a first and second and a third gang. The first gang is well paid, and could earn about £4 per week, the second gang about £2, and the third gang £1 5s. The patent-fuel workers would number about six to seven hundred. The fuel-shipping gangs number about 200, the factory men about 500. For the last two years work has been very good. The shipping gangs could average about £2 15s. to £3 per week, the factory men about £1 10s. per week, but this would only apply to the last two years. For eight winters previous they

would only average about two days per week. I cannot answer for the tin-shed men nor iron-ore gangs, nor the general-cargo men, nor dry-dock labourers.

3. The whole of the dock workers are covered by two unions—namely, Ben Tillett and Harry Williams. I should think there are about 4,000 to 5,000 men in the two unions. I don't think it possible to regulate the work of the docks.

4. I think, so far as Swansea is concerned, we are in a very good position. There might be about 300 men who are on the docks who cannot get a living. I don't know of anything else for them to do. The personal character of the men is fairly good. I can only speak of the coal trimmers and fuel trimmers, and would say about 10 per cent. of them drink a good deal, so they are always on the verge of poverty, and one week idle their children are in want.

5. I regret I cannot answer more intelligently, but I understand that one or two of your requests have been received in Swansea and will be replied to.

APPENDIX No. XXII.

STATEMENT OF EVIDENCE BY MR. T. S. DOWNEY, CLERK TO THE SOUTH SHIELDS DISTRESS COMMITTEE. (THE CHAIRMAN OF THE COMMITTEE, ALDERMAN W. L. ROBERTSON, J.P., SIGNIFIES HIS APPROVAL OF THE STATEMENT.)

1. I have held the position of clerk to this committee since December 4th, 1905, and as such have taken and investigated all the applications. Previous to my appointment to this post I followed the occupation of an industrial assurance agent, and latterly that of a house agent, and the whole of my business life (about thirty years) has been spent among the working classes of this town.

2. The number of applications received by the Distress Committee last year was 423, and the number this year is 190. These numbers, however, in each case, do not anything like represent the true statement of the unemployed, as, for some reason or other, none of the organised, and very few of the skilled, trades come to us. In confirmation of this, I may mention that in December last our Committee sent out a circular letter to all the trades union branches in the town, asking them to furnish us with the number of their unemployed. From forty-nine branches we only received sixteen replies. Of those that did reply, one branch was extinct, two reported their members in full employment, four declined to give any information at all, and nine reported that they had 387 members out of work.

3. All classes of workmen have been affected more or less, but, as I have already stated, it is chiefly the unskilled class that have applied to us.

4. During last year employment was very much better than during the previous year, and it again was much better than the one that preceded it. There does not seem to be any specific reason for this. It has not been caused by any failure in any particular trade or industry—at any rate for many years past. It just seems to “ebb and flow” in a general and regular sort of way “with the times.” The periods of great depression, however, have seemed in recent years to have been more frequent.

5. One very alarming feature of very recent years is the ever increasing number of elderly men that seem to be cast aside as useless. This is, undoubtedly, a natural outcome of these limited liability company days, when every workman is simply a unit in a dividend-earning machine, and all personal relations have ceased to exist between employer and employed. The Compensation Act, too, has probably a great deal to do with it.

6. In winter, of course, weather is a great factor in all outdoor trades, and, as the principal part of our industries in this immediate neighbourhood are outdoor, our population suffers very severely at this season of the year.

7. The immediate effect of unemployment is naturally to cause a great amount of hardship and suffering, but

the greatest danger is from the after-effect. I personally believe that there is not anything that demoralises a man so much as want of employment, and the longer it lasts and the oftener it occurs, the greater is the effect, and the worse it is to throw off. I have known many men, who have been good, honest workmen, gradually reduced to the level of “loafers” simply through long and frequent periods of unemployment.

8. The Unemployed Workmen Act, 1905, should be able to deal with this class of men, save them from a fate of this kind, and prevent them, in a great many cases at any rate, from eventually drifting on to the poor rates. As it stands, at present, however, it cannot do so. Any work provided by the distress committees must be paid for out of voluntary contributions, and these are extremely difficult to obtain. In many places, probably the majority of places, the class that contributes most largely in this way is the better class tradesman, and this class suffers most acutely from the present day competition and the pressure of “hard times.”

9. As the work done by these committees is practically confined to public work, the restrictions as to the use of the money derived from the rates might be removed or considerably modified. The Local Government Board regulation as to the payment of no more than labourers' wages to the workmen employed by the committee should be completely removed. All workmen, at any rate all good workmen, have a justifiable pride in their trade, and skilled men object most strongly to work with the unskilled for the lowest of unskilled pay. Hence the very class that the Act pretends to help—the better class workmen—are kept away. The name *Distress Committee*, too, scares a great many of the better class.

10. We have tried to work a labour bureau, but find it very difficult, because, as already mentioned, the skilled men keep away from us, and employers can always find plenty of unskilled labour on the spot where it is wanted.

11. We found last winter that as soon as it was known work was to be had our applications doubled in a very short time. Our men about here will not apply, even such as are willing to accept the work offered, unless they see some prospect of obtaining employment, and this winter, I am sorry to say, we have not been able to do anything for them, solely owing to want of funds that we could use for the purpose. There was plenty of work that could have been done had the money been forthcoming.

I enclose a copy of our Report for last year.

APPENDIX No. XXIII.

STATEMENT OF EVIDENCE BY COUNCILLOR FRANK DRUMMOND, A MEMBER OF THE GATESHEAD TOWN COUNCIL.

1. I have taken a prominent part in my own trade union (Operative Bricklayers' Society), and assisted others for the last twenty years or more. I was from 1898 to 1902 a Labour Member of Gateshead School Board, and have been a Labour Member of Gateshead Town Council since July, 1905.

Unemployment.

2. The number, actual or approximate, of men out of employment here, I do not suppose anyone can tell. This could only be ascertained by the establishment of an Unemployment Labour Registry. The men out of employment here are of all classes, such as shipbuilders, engineers, patternmakers, smiths, etc.; and in building trade, bricklayers, masons, plasterers, joiners, slaters, painters and labourers.

3. Some portions of the unemployment may be said to be chronic and others only periodic, *i.e.*, there is, among the sections before referred to, certain men who are chronically unemployed, because of age, etc., while others are periodically unemployed because of slackness of work, changes taking place in the form or process of production or from inclemency of weather.

4. The principal cause of this unemployment I regard as springing from our huge system of production, and excessive competition for orders for the same or similar articles. Systematic overtime has also much to do with creating unemployment.

5. The effects of the foregoing are that every process of production that can be simplified, by the introduction of machinery and the displacing of relatively high-paid labour, by cheap unskilled, sometimes female, labour is resorted to, thus reducing the necessity for the same number of skilled workers that existed previously. As this goes on from year to year, the workers who at first were only temporarily unemployed owing to these causes, through advancing years and continuous changes in their trades in which they cannot participate, ultimately become merged in the chronic unemployed. This is noticeable among joiners, bricklayers, plasterers, masons, etc.

6. As the causes of unemployment are inherent in our system of industry, I fail to see how any *remedy* can be suggested for the evils complained of, that does not go to the root of the whole system. This necessitates the assumption of the introduction of socialism, whereby we would manufacture to provide articles of utility for the people, rather than with the avowed object of making profits, regardless of the effects on the workers as a whole. Personally, what I would suggest is the penalising to the heaviest point, the practice of, or indulgence in, systematic overtime. I have always noticed that the more lax trade unions become concerning this practice, the more extensive becomes the indulgence in it. As a palliative, I think we might, with fairly satisfactory results, establish a system of old age pensions, and as many of our trade unions pay out-of-work benefit those pensions would enable them to tide over those periods of unemployment for which we are trying to suggest some remedy or help.

7. The Unemployed Workmen's Act, so far as this district is concerned, is a hopeless failure, if not a fraud. When this Act was adopted here, neither the town council nor the board of guardians appointed a working man representative upon the distress committee, although each of those bodies had working men representatives upon them. The council appointed the distress committee, to whom they handed over the entire administration of the Act, and now, when we ask for information as to what is being done, we are told we have nothing at all to do with this committee, the whole administration of the Act having been relegated to it. The fact that you are a member of the distress committee does not entitle you to receive information concerning its doings, or when it will hold a meeting. I was elected a member of this distress committee about

six months ago, but have never been summoned to any meeting; and when in council I asked the chairman for information as to when a meeting would be held, and threatened to resign if the information was withheld, he refused to tender this simple announcement. The result was that at last month's council meeting I tendered my resignation as a member of the committee. I am told that the committee has relegated its work to a *sub-committee of three*, and, as this is becoming generally known, the committee is now regarded as an unmitigated fraud. The Act in itself, because of its limitations, is a failure, and all who looked for some assistance before, now look upon the committee as defunct.

Poor Law Administration.

8. As I have never occupied the position of Poor Law guardian, I must confess that I have no special knowledge of Poor Law administration.

9. I am confident that the erection of cottage homes, away from the workhouse, for the children is a step in the right direction, as it brings the children to a more natural and invigorating atmosphere, and frees them from the pauperising and demoralising influences of the "house," which are always sure to affect them more or less in after life.

10. Outdoor relief I regard as immeasurably superior to indoor relief, except, perhaps, in some special cases of, say, old persons, who could be better attended to in the "house" than they could be in their own homes. Furthermore, I would not withhold outdoor relief from any person simply because they had some pension or benefit from some trade union or society. Trade unions and friendly societies do not receive the recognition they deserve for the service they render to the nation. Four of the principal trade unions in this country have, during the last twenty years, paid to their members for sick, funeral, accident, superannuation and other of the "friendly" benefits, a sum of more than £7,250,000.

11. The classes of persons usually applying for relief may be said to be destitute widows and aged workmen.

12. The cause of pauperism may be traced to the continual "speeding-up" in all branches of our industrial system, making a smaller number provide for an increasingly larger number, while the average length of continuous employment for the worker becomes less; and also death or disablement of the person who has others dependent upon him.

13. The Gateshead Board of Guardians, an election for which will take place shortly, consists of parsons, publicans, a pawnbroker, who is also a publican, doctors, butchers, five working men, and some gentlemen! Apart from the twelve working men, the candidates are all more or less identified with property, and their main concern will be how to keep down rates, rather than how to relieve the poor.

14. From what I can gather as an outsider, I understand that the outdoor relief granted in this union is of the most meagre description. As a reform, I would insist that poor people, when asking for outdoor relief, be not asked to dispose of their furniture before relief is granted; for by so doing we are not relieving them, but making them destitute, and thus adding to the number of permanent paupers.

15. This union is mainly composed of the working class. It is reckoned that 95 per cent. of the ratepayers are of the working class. The rateable value is relatively low, 1d. in the £ yielding only about £1,600. The principal industries are engineering, iron founding, chemical works, gas works, paper mills, ropery, and mining.

16. In conclusion, my every-day experience confirms me in the belief that the average representative on local governing bodies, *i.e.*, town councils, education committees, boards of guardians, etc., is more concerned about protecting himself against high rates than he is about furthering the real interests of the poor.

APPENDIX No. XXIV.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY MR. E. C. FAIRCHILD, LATE CHAIRMAN OF DISTRESS COMMITTEE, HACKNEY.

CAUSES.

1. I regard the cause of unemployment as inherent in the present system of production. Unemployment is due to the inevitable tendency of wealth production to outstrip general powers of purchase. I consider that the cause can only be removed by the social organisation of production and the establishment of equilibrium between supply and need.

2. I consider that in the long run, further improvement in industrial methods, *i.e.*, the introduction of labour-saving machinery; the further specialisation of labour; the speeding up of production by piece-rate or bonus systems, inevitably tends to widen the area of unemployment and prolong the periods of industrial distress.

3. I do not regard intemperance, lack of thrift, or want of forethought on the part of the working class as primary causes of unemployment. Such moral failure is, I think, largely due to the insecurity of the workman's life.

4. Incidentally, many of the proposals for palliating distress arising from unemployment are only successful in shifting its incidence from one place to another. For example, the Central Unemployed Body, with the assistance of the London County Council has during the past year or two provided work in the London parks. It is doubtful in reality whether any additional employment has been provided. The Hackney Distress Committee has received applications for work from men formerly employed by the London County Council, but now displaced by men assisted by the Central Body.

5. Arising from the root cause already indicated, the area of unemployment is preserved by the general lowness of wages of the working class. A general increase in wages would temporarily relieve the labour market until fresh means were applied to reduce the cost of production to its previous standard, or lower.

6. I do not consider that alien immigration has more than a slight bearing on the problem of unemployment. Cheap labour is absolutely essential in the present circumstances, and if not provided in one way by alien immigration, it will be provided in another by the substitution of female or child labour for adult labour, or by the use of machinery which need not be called into operation so long as an abundant supply of cheap labour is procurable.

EFFECTS.

7. *Effect on the Individual.*—The effect of unemployment on the idle workman is disastrous to his personal character. In the case of men subject to casual labour—brief periods of employment alternating with equal or longer periods of idleness—the effect upon the man is to render him totally unfitted for sustained industry. Where the idleness is prolonged, the character of the workman so far deteriorates that laziness becomes fixed and even the restraint of casual employment becomes intolerable.

8. The physical efficiency of the workman must necessarily suffer from that moment when the man's resources are no longer adequate to supply his daily needs. This physical deficiency has created a serious problem for those local authorities providing work for unemployed workmen, and in my opinion is responsible for the relatively high cost of the relief work provided for men who would otherwise be unemployed. I consider unemployment to be the most fruitful cause of moral failure on the part of the working class.

9. *Social Effects.*—The social effects of unemployment are to be found in pressure on the labour market, lowering of industrial efficiency, which handicaps in foreign competition, and the creation of a large reserve of hooliganism.

REMEDIES.

10. *Special Work prior to Unemployed Workmen Act.*—My knowledge of special work is drawn mainly from the

efforts of the Hackney Borough Council to provide relief work during the years immediately preceding the passage of the Unemployed Workmen Act. The system adopted by the Hackney Borough Council was to open an office called the "Labour Bureau," at which all men desiring employment might register their names and addresses. The council did not endeavour to bring unemployed men into touch with employers desiring labour, but year by year a sum of money was voted for public improvements to be put in hand during the winter months.

11. The work undertaken was principally surface road work; some painting, paving, excavating and levelling was done from time to time. During the earlier years this system was in operation the council would offer from two to fourteen days' continuous employment to the men whose names had been registered at the bureau. For the years 1903-4-5 the council revised this system and offered no more than two days' work to men registering. The period intervening between one spell of employment and another spell necessarily depended upon the sum of money voted and the number of persons desiring work.

12. In one year, when distress was excessively keen, as long a period as ten weeks intervened between the first and second periods of employment. In many cases the work offered was unsuitable and was not accepted, but having regard to the generally low physical efficiency arising from the poverty of the men, the quality of the work performed did not leave much to be desired although, when measured, the cost was high.

13. I consider the greatest objection to these relief schemes to be, that by their operation a class of labour is perpetuated which depends upon intermittent employment. The moral and economic effects of such irregularity I have already indicated. Nevertheless, in spite of this grave objection, I consider the position of the unemployed workman was better before the passage of the Unemployed Workmen Act than after.

14. *The Unemployed Workmen Act.*—In London the passage of this Act, by creating central and local authorities to deal with the problem, has afforded an opportunity for those who are opposed to State or municipal systems of employment, to shelve the task of providing work formerly undertaken by municipal authorities, on to other bodies whose machinery is so cumbersome that work is only provided after extreme delay, if at all. On the other hand, the creation of the authorities caused the feeling to grow that relief works were no longer necessary.

15. The regulations of the Local Government Board stipulating the acceptance of poor relief a disqualification for work the distress committee may offer, have proved to be of extreme severity. In my opinion the Local Government Board should have amended its regulations as requested by several of the London distress committees, in the direction of enabling the committees to use discretionary powers on this point, and thus avoid the lumping together of all persons accepting Poor Law relief, as suitable cases for the Poor Law. Furthermore, the regulation is arbitrary in its working, inasmuch as the applicant accepting relief immediately *after* registration is not disqualified, whereas the applicant receiving relief *before* registration is disqualified, although in each case the relief is granted within twelve months preceding the offer of work.

16. I do not think the skilled workmen will ever apply in large numbers for work from the distress committees.

17. With regard to the operation of the Act in the case of women, my opinion is that the unemployed woman cannot face the ordeal of catechism by the distress committee. This objection, combined with the comparatively slight provision by the central body of work for women, I regard as the cause of the registration of women in such small numbers.

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18. In the event of amendment of the Unemployed Workmen Act, I consider that the London distress committees should be granted power enabling them to provide work and not to merely obtain work as under the present Act. I consider it to be undesirable to impose any limit on the rate which may be taken up for the purposes of this Act. There does not appear to be any prospect of raising adequate funds by voluntary subscription and the present rating powers of the Central Body are insufficient to meet the demands upon it. The unemployed problem is a national problem. In preference to removing the limit now imposed on rating authorities, I think the cost of providing work should be borne by the National Exchequer.

19. The apathy in the distress committees I consider to be largely due to the failure of the Central Body to meet expectations as to the amount of work provided. The distress committees consider it useless to interview men for whom there is not the slightest prospect of work being found. Furthermore, the distress committees are so detached from the borough council, of which nominally they are a committee, that no public attention is given to the proceedings of the distress committee at all. Where the distress committee does not report on its proceedings to the borough council, its work is so far removed from actual contact with the public that the meetings of the committee suffer in interest and attendance of the members.

20. For the individual workman it is better that the work provided under the Act should be continuous rather than intermittent, as under the old system of relief works. I do not think the provided work continues for a sufficient period. Under the Central Body it is started too late, and suspended at a season of the year when painting is the only trade showing signs of revival.

21. *Emigration.*—I consider emigration to be the least desirable of all the methods that can be used to deal with the unemployed problem. No conceivable emigration can at any moment seriously reduce the extent of unemployment. For the person emigrated,

it may or may not be better for them to seek employment elsewhere. From the social point of view they simply go to assist in creating those very labour conditions they leave behind them. As the most able-bodied of the workers are preferred for emigration, its broad use would lead to the development at home of a less efficient working class.

22. *Labour Farms.*—I regard the labour colony as the best means provided by the Unemployed Workmen Act of dealing with the problem. The transfer from the labour colony into the co-operative colony under public control should be facilitated by the State. I do not approve of training at the labour farm with a view to producing agricultural labourers. Steps should be taken to transfer the man's home and family from the town at the earliest moment after it has become clear that the mode of life is suitable to the men in the farm. I do not think there is any prospect of these farms being made a commercial success. They would in all probability need a subsidy.

23. *Other Remedies.*—I favour State insurance against unemployment, the cost to be borne in equal parts by the worker, employer, and the State.

24. A general eight-hour law for all trades would cause the absorption of a considerable number of the unemployed. In manufactures the members employed might not be greatly increased, but an eight-hour day in the transit and carrying trades would call for much more labour.

25. I think that any scheme tending towards the solution of the problem must have as its principle the organisation of labour on a national scale, providing for the free exchange of the produce of one class of workers for that of another class; the sections to automatically extend, enabling the colonies to absorb that part of the working class which cannot find employment at the hands of private employers. I regard the establishment of a Socialist system of production as the solution of the unemployed problem.

APPENDIX No. XXV.

STATEMENT OF EVIDENCE AS TO CASUAL LABOUR AT CARDIFF DOCKS, BY MISS BELLA FERNIE, B.A., CANDIDATE FOR THE M.A. DEGREE OF THE UNIVERSITY OF WALES, WHO HAS SPECIALLY INVESTIGATED THIS SUBJECT FOR HER THESIS.

1. *Class of Labourers.*—Many different classes of casual labourer are employed, e.g., men carrying cargoes from trucks to boats, men unloading, those moving, e.g., timber from ships to lighters, timber men carrying timber from lighters to the wharf, carriers from wharf to timber yard, etc. Some men are employed in ways requiring no muscular strength, and very little dexterity of any kind, e.g., up-enders at the large flour mills. In many cases the same casual labourers are employed whenever required by any particular firm. These are usually known as *constant outsiders*. In some cases these "constant outsiders" are guaranteed a certain minimum wage, but this course is not universal. The less steady casual worker turns his attention to first one kind of labour, and then to another. Timber men seldom engage in any other labour. The carrying of timber requires a certain dexterity, which, when acquired, ensures fairly constant work to a capable deal carrier. At first, work of this kind is exceedingly hard, but it becomes less irksome with practice.

2. *Terms of Engagement.*—As a rule casual labourers are engaged by the hour, but in some cases by the day (in no case did I find casual labourers employed by the week). Constant outsiders are guaranteed a minimum weekly wage, but their extra money is reckoned on a daily basis. Men are employed by the day on jobs which extend over some length of time, but by the hour on jobs which must be completed speedily.

3. *System of Foremen.*—In almost all cases the "gangsters" are employed regularly. They are constant workers with a fixed weekly wage, which, of course, is supplemented from the amount allowed for the discharge of each load. When many casual labourers are employed, e.g., by a dock company loading vessels with coal, there is a constant "ganger" for each small company of casual workers, and a constant head foreman employed to superintend the whole.

4. *Regularity of Employment.*—In most cases the employment is very irregular. This irregularity depends

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upon many and varied causes, *e.g.*, in the grain-carrying, employment depends to a great extent upon corn quotations in the home market, and also upon the times of the foreign harvests. The loading of coal, besides depending upon the arrival of ships, is much influenced by the foreign demand, and by the state of unrest or otherwise predominant in the miners' trade union of the district.

5. *Rate of Wages.*—The rate of wages varies from one employment to another, but in all cases the casual labourer is paid at a *higher* rate than the constant worker. For example, a casual timber man is paid 6s. a day, whilst a constant timber man receives only 4s. 6d. a day. Taking into account the fact of the irregularity in the case of the casual worker, it appeared in all cases investigated that the average weekly wage of the casual worker was somewhat less than that of the constant worker (but not very much less). As far as I could reckon, the average wage of the respectable casual worker was very seldom less than 23s. a week, and in some cases seemed to be at an average rate of 28s. per week. In no case which I investigated did I find that the rate of wage varied at different times of the year. Of course any incident causing the rate of wages amongst constant workers to vary, *e.g.*, trade union regulations, must react upon the rate of wages offered for casual work. In some cases, *e.g.*, those men employed in removing rails from the dock-side to the ships, the daily wages were high (14s. or 15s. per day), but the work was exhausting and extremely irregular.

6. *Payment of Wages.*—In some cases men are paid at the end of the week. Men engaged by the week (including all constant outsiders) are paid weekly. Men engaged by the hour are as a rule paid at the end of a job. I believe they can demand their payment then, unless special arrangements have been made before the commencement of the job. One man, however, who employs a large number of labourers by the hour, refuses to engage any man who will not consent to wait for his pay until Saturday. He states that this expedient does much towards keeping his men steady throughout the week.

7. *Number of Casual Workers.*—It seems difficult to obtain anything like a true statement of the total number of casual workers normally employed in the Cardiff Docks. Obtaining an average from the somewhat conflicting numbers given, about 1,500 men would seem to be the average number employed at normally busy times. In every case the answer to my enquiries was that it is very seldom that there is any difficulty in obtaining casual labourers when they are required—almost always the supply outruns the demand.

8. *Trade Union Organisation.*—There is a trade union for labourers, but not all labourers belong to it. On the whole, it would appear that about half the casual workers belong to a trade union. In almost all cases the constant outsiders are largely unionists. It would appear that on the whole casual labour is hardly amenable to trade union regulations—at least, much less amenable than constant labour.

9. *General Remarks.*—Evidence concerning casual labour is usually difficult to obtain, and, when obtained, is somewhat conflicting. On the whole it would appear that as a class, casual labourers are morally inferior to constant labourers. Their great temptation seems to be intemperance.

However, as far as I could obtain information, the casual labourer at Cardiff Docks works under healthy conditions, *e.g.* the conditions of working are a great improvement upon the Glasgow Docks. The casual labourers are on the whole well-behaved during their hours of employment, and are not nearly so depraved as the Glasgow workers. One reason advanced for this was the absence of common lodging houses in Cardiff. Most of the casual workers are married men, living in comfortable homes, and have thus an incentive to work. Glasgow, on the other hand, abounds with cheap lodging houses, where a man can live at the rate of 1s. a day, with the result that he seldom or never works more than two days a week. The standard of living amongst the casual workers in Cardiff is considerably higher than that of the casual workers in Glasgow.

APPENDIX No. XXVI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. J. H. FIELD, TOWN CLERK OF HUDDERSFIELD AND CLERK TO THE DISTRESS COMMITTEE.

1. The Huddersfield Distress Committee was constituted on October 18th, 1905, as follows :—

Members of the council	-	-	-	-	12
Members selected by the board of guardians from their body	-	-	-	-	8
Persons not members of the council but experienced in the relief of distress	-	-	-	-	5
					—
					25
					—

2. Of the five persons experienced in the relief of distress, one gentleman was formerly the Chairman of the board of guardians, another is the Huddersfield Police Court Missioner, a third is the agent of the Huddersfield Charity Organisation Society, a fourth was formerly the President of the Co-operative Women's Guild, and the fifth is a lady who has had considerable experience in charitable work in the town.

3. At the first meeting of the Committee held on October 27th, 1905, Mr. Alderman B. Broadbent, M.A., J.P., the then mayor, was appointed Chairman of the Committee, and Mr. Thomas Mallinson, J.P., who was, and is still, the Chairman of the board of guardians, was appointed Vice-Chairman of the Committee.

4. On November 24th, 1905, the Committee adopted the regulations and rules (of which a print is enclosed), for the transaction and management of their business.

5. The town clerk and borough treasurer were respectively appointed clerk and treasurer to the Committee.

6. The Committee held eight meetings between the date of their appointment, and April 27th, 1906, on which date for reasons which will be stated directly, they decided to discontinue their monthly meetings until further order, and only one Committee meeting has been held since, namely on October 26th, 1906, to consider the communication from the Local Government Board in regard to the distribution of the Parliamentary Grant of £200,000.

7. There have been in all eleven meetings of the Record and Investigation Sub-committee, three of the Temporary Works Sub-committee, and two of the Finance Sub-committee, but none since April, 1906.

8. On December 22nd, 1905, an officer was appointed temporarily to receive and investigate applications.

9. Towards the end of December, 1905, notice was given by advertisement in the local papers that a record office would be opened for the receipt of applications from the unemployed, and such office was opened accordingly on January 1st, 1906.

10. A further advertisement was issued in January, 1906, inviting employers of labour, and others, to assist the Distress Committee by employing deserving men whose names were on the register, but very little, if any, response was made to the advertisement.

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11. In February, 1906, the Committee instructed the borough engineer to try and get the contractors for the Corporation's new sewage works, then about to be commenced, to employ thereon, as far as possible, the men whose names were on the unemployed register, and lists of able-bodied men selected from the register by the record officer were sent to the borough engineer from time to time.

12. The following statement shows the number of applications made each week during the period that the register was open :—

Week ending Saturday, December	9th, 1905	-	4
" " " "	16th " "	-	4
" " " "	23rd " "	-	2
" " " "	30th " "	-	0
" " " January	6th, 1906	-	15
" " " "	20th " "	-	2
" " " "	13th, 1905	-	14
" " " "	27th " "	-	8
" " " February	3rd " "	-	7
" " " "	10th " "	-	6
" " " "	17th " "	-	9
" " " "	24th " "	-	3
" " " March	3rd " "	-	6
" " " "	10th " "	-	23
" " " "	17th " "	-	12
" " " "	24th " "	-	8
" " " "	31st " "	-	0
" " " April	7th " "	-	0
			123

13. The following is a classified list of the above applicants.

Building trades	-	-	-	-	7
Tailoring	-	-	-	-	1
Boot and shoe	-	-	-	-	2
Food, drink, and tobacco	-	-	-	-	3
Textile	-	-	-	-	11
Domestic service	-	-	-	-	3
Other definite occupations	-	-	-	-	29
Labourers	-	-	-	-	67
					123

14. The following statement shows the manner in which the applications were dealt with by the committee after investigation by the record officer :—

Applicants in receipt of relief and therefore ineligible	-	-	-	-	34
Referred to temporary work sub-committee	19				
Applicants who found work themselves or were assisted by record officer in obtaining work	-	-	-	-	28
Non-resident	-	-	-	-	6
Not entertained after enquiry	-	-	-	-	30
Left with record officer	-	-	-	-	1
Referred to borough engineer	-	-	-	-	2
Minors	-	-	-	-	2
Found after enquiry to be in prison	-	-	-	-	1
					123

15. The temporary work sub-committee dealt with the applications referred to them as follows :—

Men reported to be at work	-	-	-	-	2
Recommended to manufacturers in Colne Valley	-	-	-	-	1
Referred to record officer	-	-	-	-	3
Referred to corporation departments	-	-	-	-	1
Undealt with	-	-	-	-	12
					19

16. With reference to the thirty applications which were not entertained after enquiry the following reasons for the decision of the committee are recorded in the register, namely :—

Applicant could not be found	-	-	-	2
Discharged for disobedience	-	-	-	1
Left situation, wanted more wages	-	-	-	2
Left situation, wanted him to do extra work	1			
Offered work as night watchman, but declined	1			
General disobedience	-	-	-	3
Lives in a good house	-	-	-	1
Leaving work without cause	-	-	-	1
Out of work through own fault	-	-	-	1
Not disclosing facts as to former employment	-	-	-	1
Idle and worthless	-	-	-	5
Family in good circumstances	-	-	-	1
Discharged for felony	-	-	-	1
Dissatisfied with work	-	-	-	1
Owner of property	-	-	-	1
Inattention to work	-	-	-	1
Doubtful	-	-	-	6
				30

17. Three of the twelve applicants whose cases were not dealt with by the temporary work sub-committee were placed on the lists forwarded to the borough engineer.

18. It will be seen from the classified list giving the various occupations of the applicants for relief that very few applicants had been employed in the staple trade of the district, namely, the manufacture of plain and fancy woollen and worsted cloths and the kindred trades of dyeing and finishing, and that a large majority of the applicants were labourers and employed in the building trade, whose employment would naturally be specially affected by the weather during the winter months.

19. On April 3rd, 1906, the committee resolved that having regard to the state of the trade and the reduced number of applications from unemployed persons, the record office "be opened for an hour only on Mondays and Wednesdays until further notice, namely, from 9 to 10 a.m., instead of from 9 to 12 noon as at present" and as the number of applications still continued to decrease, none at all having been received for the fortnight ended April 7th, the committee on April 27th ordered that the office should be closed until further orders.

20. It was closed accordingly and there has been no necessity in the opinion of the distress committee to re-open it since.

21. As far as can be judged from the state of trade and other local conditions it is not likely that it will be necessary to re-open the office for some time to come.

22. The various charitable institutions in the town seem at present quite able to cope with such distress as there may be.

APPENDIX No. XXVII.

**STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. SAMUEL FISHER, MEMBER OF
THE DISTRESS COMMITTEE, CARDIFF, SECRETARY OF THE CARDIFF AND BARRY
COAL TRIMMERS ASSOCIATION.**

1. I have no means of ascertaining the number of unemployed persons in the Cardiff area, but judging from past experience the number would be pretty considerable, and in my opinion would amount to about 12 per cent. of the working population and this would mean about 500 *bona fide* out-of-works from the ranks of the 40,000 workers. These include persons from all classes of workmen, but perhaps about 9 per cent. of the whole are drawn from the unskilled labouring class.

2. It is my experience that overtime is not worked to any very great extent, but in some industries here the work is continuous day and night with a double shift of men. What overtime is worked is not chronic but periodic.

3. This state of things is caused by the lack of more staple industries in Cardiff. The workers have to depend for the most part upon the docks, shipping and building operations for a living, and here much casual work is experienced, and, outside of the regular gangs, very casual men—locally known as “hobblers”—get a very bad time of it in consequence of the great fluctuations in the coal shipping trade.

4. For several years, from 1880 to 1900, the building trade was more or less brisk, and this gave employment to hundreds of masons, bricklayers, carpenters, labourers, hauliers, etc., etc., but during recent years this trade has been in a very depressed state.

5. Another cause is the continual influx of the country people, in more or less large numbers every year, into the large towns and centres of industry, and so overcrowding and depressing the labour market.

6. The effects are in many cases most demoralising, as the men lose heart looking for work day after day without securing it, drift into want and poverty, pawn their goods, apply for Poor Law relief, get desperate and ultimately become to a great extent physically unfit for hard work, and drop into the ranks of the submerged tenth.

7. With special reference to the working and results of the Unemployed Workmen's Act, I have no suggestions to make that would permanently cure the evil as far as this community is concerned, but, speaking generally, the Act ought to be amended as regards the 1d. rate, and the funds necessary to pay those set to work should be got partly from the local rates and partly from the Imperial Exchequer, and in no case should depend upon voluntary contributions. My reason for saying this is, the work usually done at such times is unremunerative, such as making new roads and widening old ones, building new bridges and widening old ones, clearing slum areas, etc., etc.

8. I do not think that under present conditions some parts of Section 4 of the Act can be adopted by Distress Committees and put into force, but in my opinion a permanent remedy for the evil would be a great land reform measure, doing away with the laws of entail and primogeniture, compelling owners of land near large centres of industry to sell at agricultural values.

9. We want cheap land, cheap money, more financial assistance from the Imperial Exchequer, longer periods in which to repay borrowed moneys, a national system of draining and reclaiming waste lands, a national system of afforestation and reclaiming foreshores, etc.

APPENDIX No. XXVIII.

**STATEMENT OF EVIDENCE BY ALDERMAN A. GEE, SECRETARY GENERAL UNION OF
WEAVERS AND TEXTILE WORKERS, HUDDERSFIELD.**

1. For several years there has always been in winter time a number of men in various occupations who were out of work. These are chiefly general labourers, who, when working, are engaged in the building trades and quarrying, and to these must be added painters, joiners and carpenters, and plumbers, as well as masons.

2. The cause of this unemployment is generally bad weather of various kinds, such as snow, rain and frost.

3. Its effects are that unless those engaged in the trade have families working in the mills, a certain amount of real poverty follows.

4. As to the question of remedies for unemployment nothing has been done under the Unemployed Workmen's Act except to put into touch a few employers who were in want of men, and of course the men in touch with the employers.

5. Speaking broadly, during the last two years, whilst such towns as Halifax, Bradford and Leeds have been having thousands of men signing the unemployed register, at no time has such a state of things prevailed in Huddersfield. For further details I must refer you to the Distress Committee.

APPENDIX No. XXIX.

STATEMENT OF EVIDENCE ON UNEMPLOYMENT BY MR. SYDNEY GIMSON, MEMBER OF DISTRESS COMMITTEE, LEICESTER.

1. Such opinions as I have formed on some of the problems of poverty are not based on a real scientific examination, backed up by carefully recorded facts. They are rather the generalisations from my experience over a number of years.

2. As a member of several Relief Committees, Visitor for the "Police-Aided Association" (for clothing destitute children), Vice-Chairman of the Leicester "Citizens' Aid Society," which did good work in 1904-5, but has done little since, member of the local Distress Committee, etc., I have had a considerable amount of experience in more or less well-organised voluntary relief. I am also a Vice-President of the Leicester and County Saturday Hospital Society [but I propose to offer no remarks on that very successful movement, as you have taken evidence from our Secretary, Mr. H. H. Woolley].

3. There are a few things which have impressed themselves upon me in my visiting and enquiring. First, perhaps, the wonderful readiness of the poor to help one another; people in great need themselves, and with characters conventionally "bad," giving freely such help in food, fuel, or personal service, as they can to their neighbours in still greater straits.

4. Then as I see the problem in Leicester, it seems to me that the one greatest cause of miserable poverty and degradation is *uncertainty of employment*. There are, of course, many other moral and material causes, but therein, I think, lies the greatest. With regular work most men and women can, and do; lead decent happy lives. With irregularity comes first a little hardship, then perhaps depression, despair, and at last carelessness.

5. Irregularity of work has been increased, apparently, in Leicester of late years, by the great changes which have taken place in the conditions of the chief trades, boot and shoe, and hosiery, through the rapid introduction

of new machinery and other causes. Also the tendency to train our young people to be only "process" workers makes them very inflexible and extremely likely to be driven into the ranks of casual workers by a change in the "process" which they have learned. A remedy for this particular evil would be to have our young people better trained, given a wider knowledge of their trade so that they would be readier to adapt themselves to new conditions which arose later.

6. It must not be forgotten, too, that the character of the work reflects itself in the character of the workers, and the deadly uninteresting monotony of much "process" work must have a deteriorating effect on the intellect, and therefore on the character of the workers. As the character weakens there is less strength to fight against ill-fortune, and the "unemployed" easily become the "unemployable."

7. I do not pretend to know a complete remedy for unemployment, but I do think the evil would be lessened if parents, employers, trades unions, etc., would make a point of getting young people better trained industrially, such training being given partly in technical schools, but mainly in workshops, and if encouragement were given to an extension of handicrafts.

8. A so the Poor Law would be doing more valuable work if those who came under its operations through changes in trade conditions could be trained to other work.

9. Finally, I believe much could be done by careful experiments in getting men "back to the land." It is possible to get an enormously increased return from the land, and the produce raised from the earth is the basis of all other industries; its increase means more in real wealth than increase in almost any manufacturing industry.

APPENDIX No. XXX.

STATEMENT OF EVIDENCE AS TO THE OLIVER BORTHWICK MEMORIAL, "MORNING [POST] EMBANKMENT HOME, BY THE RIGHT HON. LORD GLENESK, PRESIDENT OF THE COUNCIL.

1. Ten years ago a severe winter called special attention to the sufferings of the homeless and hopeless poor of London. In our own neighbourhood of the Thames Embankment we discerned a possibility that good work might be done. A fair percentage of those sleeping on the Embankment were *bonâ fide* workmen, unemployed through misfortune or their own fault, but who retained sufficient self-respect to shun the casual ward. The article describing their terrible plight touched the hearts of our readers. Money and appeals that something might be done came in by every post. It was impossible not to comply with the wishes of our readers, and in December, 1897, a small labour home in Millbank Street was secured, and in that month ninety-six homeless wanderers from the Embankment were received, six of them being placed in permanent situations. In the following July 59, Millbank Street, was placed at our disposal by a benevolent lady, and was opened by the Duke of Westminster. The fully organised work of the charity was thus begun.

2. From the first the principles (a) that all benefits should be paid for in terms of work, (b) that inmates should serve a period of probation before being passed on to employers, were strenuously applied, so that our policy has always been in line with that of the most efficient agencies of social redemption in this country and the Continent.

3. The organisation of the home has always consisted of:—

(i) A labour side, where men are first received.

(ii) A home into which they are drafted as they prove themselves willing to work and capable of returning to a life of wage earning.

4. Three years ago we received notice from the County Council that Millbank Street was marked for demolition, and it became necessary to find another habitation. Up to this time nearly 40,000 men had passed through the old home, a considerable proportion of whom were enabled

APPENDIX No. XXX.—*Continued.*

to regain a position in life. But in addition to the regular work of the home the severe winters of 1904-5 and 1905-6 called for exceptional means to meet the exceptional distress, and an "unemployed labour depôt" was opened at 62, Millbank Street, where food and lodging were supplied in 71,306 cases and food only in 10,610 cases.

5. Our appeal for a sum of £6,000 to purchase a site on which to erect an adequate building was quickly successful, and we purchased a freehold property, 83, New Kent Road, comprising 16,000 square feet. Upon this we have erected a permanent building comprising dormitories, workshops, kitchens, dining and social rooms, a chapel, and offices, affording accommodation for 203 inmates and the administrative staff, at a cost of over £15,000.

6. In order to secure that the work of the home should be placed upon a permanent footing the sanction of the Board of Trade was obtained to its Incorporation under the Companies Acts, under a governing body consisting of Lord Glenesk, Earl and Countess Bathurst, Lord Rothschild, Mr. Colin F. Campbell (hon. secretary of the Social branch of the Church Army), Mr. E. E. Peacock (manager of the "Morning Post"), and Mr. Fabian Ware (editor of the "Morning Post"). With the title of the permanent foundation we have associated the name of the late Hon. Oliver Borthwick, to whom the success of the old home and the scheme for the new one were due.

7. The new home, though not actually completed, was opened on December 18th, 1906. From that date to May 31st, 1907, it has taken from the Embankment 989 men and admitted 382 others at the gates. Counting each day's stay as an admission, there have been during this period 21,901 admissions, and the total number of meals has been 85,881. On May 31st there remained eighty-three men in the home, and of the 1,288 who had left :—

2 had joined the Army.

52 had been discharged.

88 had been provided with situations.

8 had been sent to hospital.

1,133 had left voluntarily, some of whom no doubt obtained employment.

8. During the period from June 1st, 1907, to March 31st, 1908, the home has taken from the Embankment 968 men, and admitted 379 others at the gates; the total number dealt with, including the eighty-three men in the home on May 31st, being 1,430. Counting each day's stay as an "admission," there were during this period 33,027 "admissions," and the total number of meals supplied was 126,338. On March 31st, 1908, there remained in the home 150 men. Of the 1,280 who had left :—

3 joined the Army.

63 were discharged.

99 had been provided with situations.

16 were sent to hospital.

1,099 left to seek employment.

9. Appended is a list of the trades and occupations of the 1,347 men admitted to the home from June 1st, 1907, to March 31st, 1908 :—

"MORNING POST" EMBANKMENT HOME.

*Return of Cases dealt with from June 1st, 1907,
to March 31st, 1908.*

Trades.	No.
Labourers - - - - -	358
Porters - - - - -	121
Clerks - - - - -	111
Painters - - - - -	107
Carmen - - - - -	91
Joiners - - - - -	60
Engineers - - - - -	43
Barmen - - - - -	41
Stokers - - - - -	24
Cooks - - - - -	24
Butlers - - - - -	22
Seamen - - - - -	21
Tailors - - - - -	20
Salesmen - - - - -	19

Trades.	No.
Shoemakers - - - - -	17
Barbers - - - - -	16
Printers - - - - -	16
Butchers - - - - -	15
Bakers - - - - -	14
Gardeners - - - - -	10
Bricklayers - - - - -	10
Plumbers - - - - -	9
Grocers' assistants - - - - -	9
Drapers - - - - -	8
Booksellers - - - - -	8
Sawyers - - - - -	7
French polishers - - - - -	7
Masons - - - - -	7
Hospital attendants - - - - -	7
Harness-makers - - - - -	6
Hosiery - - - - -	5
Electricians - - - - -	5
Brass finishers - - - - -	5
Tinsmiths - - - - -	5
Foundrymen - - - - -	5
Canvassers - - - - -	5
Musicians - - - - -	5
Journalists - - - - -	5
Compositors - - - - -	4
Cabinet makers - - - - -	3
Drillers - - - - -	3
Printers' readers - - - - -	3
Blacksmiths - - - - -	3
Coopers - - - - -	3
Plasterers - - - - -	2
Glass blowers - - - - -	2
Commercial travellers - - - - -	2
Greengrocers - - - - -	2
Typists - - - - -	2
Organ builders - - - - -	2
Dairymen - - - - -	2
Photographers - - - - -	2
Chemists - - - - -	2
Wheelwrights - - - - -	2
Skin dressers - - - - -	2
Woodcarvers - - - - -	2
Upholsterers - - - - -	2
Copy holder - - - - -	1
Schoolmaster - - - - -	1
Theatrical agent - - - - -	1
Scaffolder - - - - -	1
Steelworker - - - - -	1
Leather dresser - - - - -	1
Electro-plater - - - - -	1
Plater - - - - -	1
Candlemaker - - - - -	1
Ironmonger - - - - -	1
Optician - - - - -	1
Hatter - - - - -	1
Saddler - - - - -	1
Cigar maker - - - - -	1
Pavior - - - - -	1
Waggoner - - - - -	1
Tennis bat stringer - - - - -	1
Surgical instrument-maker - - - - -	1
Colporteur - - - - -	1
Sailmaker - - - - -	1
Sign-writer - - - - -	1
Whipmaker - - - - -	1
Lithographer - - - - -	1
Window dresser - - - - -	1
Fishmonger - - - - -	1
Collier - - - - -	1
Marble polisher - - - - -	1
Iron turner - - - - -	1
Soapmaker - - - - -	1
Gilder - - - - -	1
Silver polisher - - - - -	1
Draughtsman - - - - -	1
Indigo planter - - - - -	1
Coppersmith - - - - -	1
Total - - - - -	1,347

APPENDIX No. XXX.—*Continued.*

10. From 1897, when this work was commenced, we have received from our readers (including £2,000 from Lord Glenesk) £23,812. Of this amount, £8,500 has been expended in carrying on the work of the home, the balance being applied to the acquisition of the site in New Kent Road and the erection of buildings.

11. The following report is supplied to us by our superintendent, Mr. Evans:—

“Two classes of men have to be considered, the unemployed and the unemployable.

“In speaking from experience I find the difficulty in rescuing these men arises from the fact that so many of them have lost all self-respect and seem indifferent to their future existence. When a man is thrown out of work and has the street before him with starvation staring him in the face, he wanders about for days without food and shelter, his clothes become shabby, and in the course of a very short time he has descended to the lowest depths. It is almost impossible for a man who has arrived at this

stage to mount the ladder again without outside help, and this is where homes of the class of the ‘Morning Post’ Embankment Home do their noblest work.

“The labour test to which a man is put enables us without much difficulty to find out those who are willing and striving to better themselves.

“Under the influence of the home many of the men work well while they are with us, but on being left to their own resources fall. This is attributable to weakness of character and want of real backbone.

“The best men are recommended for situations, and a fair percentage of those who have passed through the home have obtained employment.

“It is impossible to estimate what this institution has been to genuine cases. Respectable men seem anxious to break loose from their old associations, and consequently in most cases where they regain good positions we have no record of them.”

APPENDIX No. XXXI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. ALEXANDER GOSSIP, GENERAL SECRETARY OF THE NATIONAL AMALGAMATED FURNISHING TRADES ASSOCIATION.

Extent.

1. In the National Amalgamated Furnishing Trades Association the numbers vary from 800 to 200, out of a membership of 6,400, at different times; all skilled workers and men of high characters, generally speaking.

2. The period of duration extends from two or three weeks to eight or nine months. Trade varies considerably and may be described as “periodic.”

Causes.

3. Unemployment is in itself the cause of distress.

Effects.

4. In the furnishing trades many homes have been broken up and household goods disposed of, as in 1904–5, tools pawned, etc.

Remedies.

5. The providing of useful and productive work by the municipality or State. The right to work and to live ought to be the free birthright of all.

6. The Unemployed Workmen Act, 1905, to be of any

use must be amended in such a way that the necessary funds will be provided from the National Exchequer.

7. Labour bureaux may be of use in some small degree and assist the worker to get started earlier than otherwise, but in no way can be said to go very far.

8. Emigration is no remedy and only drains away some of our best workmen.

9. I believe labour farms or colonies might be made very useful, but have no special knowledge thereon.

10. Unemployed benefit in the furnishing trades to some extent alleviates immediate suffering, and sums, varying from 6s. to 14s. per week, are paid out per year to unemployed members. The percentage varies from £1 9s. 3d. per member per annum in 1904 to 18s. 1½d. during 1906. The total number of weeks during which benefit is allowed during any twelve months is twelve.

11. There is only *one* remedy, and that is the socialisation of all the means of industry, etc. All other attempts to deal with the question of unemployment have no other effect than simply relieving a little for the moment, and some have not even that merit, as they simply create unemployment in other quarters.

APPENDIX No. XXXII.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY MR. J. A. H. GREEN, MAYOR OF NOTTINGHAM.

1. My experience is limited to the period during which I was chairman of the Nottingham Distress Committee, from October, 1905, to November, 1906. You are doubtless in possession of the reports of our committee, which show the work that was done.
2. There has been no extraordinary distress here since the Act of 1905 was passed. During the winter of 1905-6, 741 men were registered.
3. By means of the grants from Queen Alexandra's Fund, and with the co-operation of the city council, the committee were able to provide a limited amount of work for practically all the men who were passed as suitable cases in that winter, and who did not obtain work elsewhere at the instance of the committee, or on their own initiative. The average length of employment of each man was six weeks.
4. In my opinion, the provision of money and the existence of available works are almost equal difficulties in the administration of the Unemployed Workmen's Act. People who feel that they are already taxed for the "unemployed" are not willing to subscribe, even though the rates are used only for administration purposes. That stops the flow of charitable gifts.
5. It was only by the co-operation of the city council that work was to be found. The committee was allowed to take in hand some small schemes that would not have been undertaken at the moment, except for the desire to help the committee to help the applicants.
6. The council paid what was estimated to be the fair value of the work, the committee bearing the loss caused by the employment of unsuitable labour. There is no doubt that a number of deserving men were aided over a time of stress.
7. In the second winter no work was provided. The applicants were fewer. There were only 245, including 102 of the previous year's applicants. On the one hand it was said that distress was less acute, and on the other that men would not submit to searching inquiry when the chance of employment was small. The cost of administration was out of proportion to the direct aid given.
8. In the winter of 1904-5, when there was much greater distress, the council took in hand work that was not of immediate importance, and employed a large number of "out-of-works." They paid wages to the amount of £1,010. They also distributed £1,240 amongst needy cases through the agency of the Charity Organisation Society, and provided free meals for school children at a cost of £240. There was no expense of administration.
9. In April, 1906, a labour bureau was opened by our committee. Up to May 14th, 1906, 597 men and thirty-eight women were registered.
10. There has been a disposition on the part of employers to make inquiries and to receive recommended men and women. One hundred and forty-four men and eleven women were furnished to 104 employers who applied. Altogether, 109 men and four women were found permanent work, and 164 men and seven women temporary work. The bureau does not call for the existence of a separate authority.
11. In May, 1907, this distress committee practically stopped operations, feeling that establishment charges were being incurred in excess of the utility of the work done. Up to March 31st, 1906 (that is, for about five months), £303 3s. 4d. was spent on administration, including salaries and wages of foremen and timekeepers. During the year ending March 31st, 1907, administrative cost £686 5s. 1d., including £79 16s. 4d. for hire of tools and appliances for the work done in the winter of 1905-6.
12. The labour bureau is being continued for the present by the city council.
13. There is a tendency to put pressure upon the council to start relief works, and this pressure seems likely to increase. The opportunities of carrying out schemes of utility are limited by the fact that anticipating these schemes is bound to bring a period in the not distant future when there will be shortness of work for the men ordinarily employed by the council.
14. My own opinion is that if the problem of unemployment is to be dealt with locally, it should be in the hands of the council, who have to provide the funds, and who have full cognisance of the public works that are needed. But the preferable course would be to regard non-employment as a national concern. The wage fund should be provided by the Government, and the work also. Pressure as to wages and conditions would be smaller and the scope for work would be infinitely greater.
15. The local authority should discharge the duty of investigation and selection and the payment of earnings to the families left behind. It should pay the cost of conveying men to the work and bringing them back when other employment is found for them or the particular job is ended.
16. In the month of January, 1908, a demand was made for the institution of relief works. At that time there were 180 names on the labour bureau. The city council determined to take the matter in hand without recourse to the distress committee. They decided to continue the work that had been done for them by the distress committee in the early months of 1906. The council voted £1,500 for this purpose.
17. Up to February 21st, 700 fresh names were registered at the bureau, making 880 in all. About 450 of these had, up to February 21st, been given the opportunity of working at digging and levelling, and 260 of these had actually been employed, and about £950 had been expended.
18. I am acting as chairman of the labour bureau committee.
19. The council believe it to be more economical to carry out this work with one official under their own control, and with the help of the town clerk's department, than to adopt the machinery of the distress committee, as a regular institution, even though they get no grant from the Local Government Board.
20. There is, however, no opportunity of inquiry as to the circumstances of the applicants. The council trust to the small weekly wage and the unattractive character of the work to keep the loafer away.
21. In my opinion, however, it will be necessary for the council to decide that in future no man shall be employed on distress work until his case has been inquired into, and for that purpose the labour bureau will have to be strengthened.
22. Until relief work was put in hand, men refused to go to the bureau, stating that it was useless, and that the questions asked were degrading. There was great disappointment when the men who had been wise enough to register, were given the first turn. This, it is hoped, will be a useful lesson, and the council should make it clear that inquiry by the bureau is an absolute condition of employment at relief work.
23. If workmen can be induced to regard the bureau as a useful institution it will be a constant index of the prevention and extent of unemployment.

APPENDIX No. XXXIII.

STATEMENT OF EVIDENCE BY MR. JAMES GRIBBLE, MEMBER OF THE NORTHAMPTON BOARD OF GUARDIANS.

1. The principal portion of the union is the municipal borough of Northampton, the population of which is mainly working class and small traders. The workers are in the main respectable, thrifty, and law-abiding. Some fifteen years ago it was frequently stated in the press that there were more working men in Northampton owning their own houses than in any other town of its size in the Kingdom.

2. The staple, and one might say the only, industry is boot-making. Twenty-five years ago there were a large number of small manufacturers who used to give their work out to be closed, made, and finished by hand in the workers' own homes, and in many cases the wife and children would help the father, the result being a comparatively large family income. During the past fifteen years the home industry has been superseded by the factory system.

3. When the indoor or factory system first became general, machinery was not so widely used as now. The workers still owned their tools, and thus there was no displacement of any but child labour. Since then there has been a complete revolution in the method of producing boots. The tools which were formerly the property of the worker, and thus gave him some sort of independence, are now useless, having been superseded by large expensive machines, which are the property of the manufacturer or rented by him from the large machine companies. Thus the worker is completely dependent upon the manufacturer for his living. The manufacturer, owning the raw material and implements of production, is able to say whether he will or will not permit the worker, who owns nothing but his power to labour, to work in his factory; in fact, he will only permit him to do so when he can make a profit out of him.

4. The system of producing for profit in a competitive world-wide market forces the manufacturer to continually introduce newer and more up-to-date machinery, in order to cheapen the cost of producing the commodity he is concerned with. Thus although we are to-day turning out of the factories more boots than ever before, the unemployed ranks are steadily increasing, causing keener competition amongst the workers for employment, thus reducing the wages of those employed and still further the aggregate wages taken by the working class. Manufacturers with small capital are gradually being competed out of existence. There are some eighty factories and warehouses standing empty in Northampton, and as a result of human labour being superseded by machinery, in many instances two and sometimes three families are living in one house, thus causing hundreds of houses to stand empty. Therefore whilst the large capitalist manufacturer is growing still larger, the small property owner, small trader's and the worker's position is very insecure.

5. In the scattered homes, which are highly successful, the children, after a few weeks, become bright, cheerful, good mannered, and improve physically. The boarding-out system I am opposed to, as I am of opinion the foster-parents generally desire to make something out of the allowance and regard the taking of the children from the standpoint of adding to the family income.

6. I am in favour of giving adequate outdoor relief to all aged persons who are able to look after themselves, and keep themselves clean and comfortable, or who have friends to do this for them, thereby enabling them to end their days amongst their friends, and the surroundings they have been accustomed to all their lives.

7. The giving of relief indoors is excessively costly and the people are subject to discipline and a diet which is entirely different from anything they have previously experienced, and many have such a dread of the work-house that they would rather starve outside than go in.

8. The classes of persons applying for relief consist in the main of the aged artisan, widow, and infirm.

9. The cause of pauperism is the same as that of unemployment.

10. The persons seeking election as guardians may be classified as retired tradesmen, farmers, publicans, and small property owners, all who live on the poor and are concerned in keeping down the rates; there is a small percentage who are sympathetically interested in the poor.

11. The general policy in this union is to give as little relief as possible where it is known a person will not come into the house, which is very often offered; where there is a family and it is thought that if no out-relief was given they would come in, then a little relief is given, but no attempt is made to deal adequately with the majority of cases.

12. In my opinion the whole system is wrong, and should be abolished, and the following method adopted:—

- (a) Old-age pensions for all over sixty years of age.
- (b) Hospitals and homes for the sick and infirm.
- (c) Scattered or grouped Cottage Homes for the children.
- (d) State Organisation of the Unemployed on factory farms through the various county councils.
- (e) Special Colonies for the habitual tramp.

Unemployment.

13. The boot industry is a season trade, and at certain periods the number of unemployed, or partially employed is greater than at others. But as a result of the complete change in the methods of producing boots we have reached a point where we have a permanent army of artisans on the unemployed register.

14. At present there are 620 names on the Distress Committee books (all men); the majority are men of good character who have worked at the boot trade, but have been displaced through the introduction of machinery. This number does not fully represent the number of unemployed.

15. Overtime is only worked about three months in the year, and is not general.

16. The causes of unemployment are private property in the implements of wealth production and distribution which enable the owning class to appropriate to its own use the surplus value created by labour.

17. This surplus value, which is the difference between the wages paid to the workers and the value created by the expenditure of their labour power in working up the raw material into the finished commodity is to-day the legal property of a comparatively small class who use it to control and organise the community in such a way as to secure to themselves the permanency of the present system.

18. As a result of this exploitation of labour and the worker's wages on the average being regulated by his cost of subsistence.

19. When an improvement takes place in the methods of production and mechanical appliances are called in to supersede human labour the worker is turned adrift and is immediately confronted with the necessity of applying for relief either to the guardians or distress committee.

20. The individual capitalist is just as powerless to alter the competitive system of production for profit as the worker, as both are controlled by the world market. The market is essentially competitive and continually tends towards cheapness, therefore the individual employer is compelled to pay wages and conform to the most up-to-date methods of production and use the newest and best machinery with the object of still further reducing the cost of production.

APPENDIX No. XXXIII.—*Continued.*

21. Take boots as an illustration. In 1887 137 men and two boys were employed in making 3,000 pairs of M.S. boots, whereas to-day only eighty men, youths and boys with up-to-date machinery are required to do the same quantity.

22. Now although in this instance wages may rise for some of the individual operatives employed, prices fall, therefore wages in ratio to products fall, and unless through falling prices the social demand expands in a corresponding ratio to the augmented powers of production the inevitable result is a reduction in the number of operatives employed, because wages in the aggregate have shrunk, and unless the working population decreases

in ratio to labour saving appliances it follows that there must be a tendency for the number of those who cannot find employment to increase.

23. The effects of unemployment on the workman are loss of independence and self respect, drunken habits, physical and moral degeneration, low wages,

24. A remedy for this would be co-operative ownership and control by the whole people of the instruments of wealth production and distribution.

25. The present Unemployed Workmen Act is useless as a palliative, let alone a solution.

APPENDIX No. XXXIV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. R. HALSTEAD, SECRETARY
CO-OPERATIVE PRODUCTIVE FEDERATION, LEICESTER.*Extent.*

1. I have no statistics other than what have been given me by trade union officials, or obtained from the *Labour Gazette*. Boot trade union officials tell me that they have a steady number of unemployed on their books of 600 out of 10,000 members, in Leicester. There are no figures for unemployed in our labour co-partnership societies, but I feel convinced that our unemployed figure does not reach anything like 6 per cent. of our workers. Reasons for this will be given under the head of "Remedies."

2. As to *classes*, my knowledge is based on (a) experience as an operative in cotton mills of Lancashire and Yorkshire about fourteen years ago, and (b) observations as a student and as an official of the co-operative movement in respect to boot and shoe and hosiery industries, with special reference to Leicester.

3. With regard to *character*, the unemployed may be divided as follows:—

(a) Operatives of average skill and suitability for employment.

(b) Operatives below the average skill and suitability for work, due to age, mental or physical unfitness in the given conditions.

(c) Operatives of dissolute habits or wandering unsettled dispositions, as drunkards and tramps.

4. In the textile trades, in the main, unemployment, which obtained in my time as an operative, was periodic. In the boot trade, I am informed, and my observations bear it out, unemployment is in the main in the chronic form.

Causes.

5. Displacement of feeble workers by speeding up of existing machinery, increasing unhealthiness of workshops, and other exacting conditions, affecting the older, less healthy and otherwise feeble or less capable workers. Burnley weaving sheds and Oldham spinning mills afford examples as to high speed machinery.

6. Introduction of new or different machinery, with increased output in relation to available market, with a reduction of the required number of workers. This is always so where machinery replaces hand labour.

7. Introduction of the kind of machinery which employs women and children, resulting in the displacement of men workers in those trades. The introduction of the spring throstle in the cotton trade is one example, and the same fact has been observed for years in the hosiery trade.

Effects.

8. The more energetic, venturesome, and those with small savings, seek other forms of employment, some setting up in some business for themselves.

9. Groups of this type sometimes form co-operative productive societies. Times of depression seem to be richer in efforts of this kind.

10. The less capable, more indolent and dissolute tend to drift into a permanently unemployed class and unemployable class, the first from growing force of circumstances against them, the second and third from the same cause and the added one of strengthening habits. In the cases of heads of families these evils are intensified in

proportion to the size of their families, in underfed children, wretched homes, varied by the vagaries and vices of tramp life.

Remedies.

11. The co-opted members of the distress committees should to a great extent be people representatives of federations of employers, trade union, co-operative societies, and other friendly societies, as well as local branches of the charity organisation societies.

12. Of labour bureaux I have no experience and little knowledge. They seem to me useful only to bring people who want employment into touch with people who have work to give out, relieving unemployment in one district by employment in another.

13. Provided work, so far as local authorities are concerned, should deal only with *periodic unemployment of their own districts*. Chronic unemployment should, in my opinion, be dealt with by county or national authorities as indicated below.

14. Emigration is useful only for the strong and venturesome or the most employable section of the unemployed.

15. Any large scheme of employment should, in my opinion, be so organised that the produce of that scheme shall not disturb the markets of those already in employment, otherwise it will be merely a case of finding employment for one set of unemployed and creating another set of unemployed somewhere else.

16. The only way that occurs to me to avoid this is by forming county or national schemes of self-supplying communities, or mutually supplying communities by State organised bodies of this character. The produce of such communities not to go in any case to the general market but be consumed by the communities themselves.

17. Uncultivated land should be taken, laid out, and cultivated, roads made, factories built and organised, houses built, and every necessity of such communities provided for by the unemployed drafted there for the purpose, as far as possible appropriate workers being put to these various kinds of work. So far as these communities did not support themselves they should be subsidised by public funds.

18. Trade union out-of-work pay is good as far as it goes for the organised trades, but does not affect a large proportion even of these trades. The unemployed lists of trade unions do not, in my opinion, give the real percentage of unemployed in those trades, the percentage being much higher than the trade union one. The fighting exigencies of trade unionism disturb the value of its service for mutual aid in other ways.

19. Large and well organised efforts on the part of the Board of Trade to (a) increase present foreign markets, and (b) to develop new ones by an improved consulate system in the hands of men of known business capacity.

20. Well administered public funds or well organised credit banks to finance the more capable of the unemployed to find out for themselves other outlets for their enterprise, or to finance groups of such workers to form agricultural or productive societies.

APPENDIX No. XXXIV.—*Continued.*

21. A large increase of the distributive or store form of co-operation to :—

(a) Encourage thrift and the accumulation of a margin of money to tide over period of depression or to help in old age or sickness.

(b) To accumulate capital for co-operative industries organised by the workers themselves.

(c) To evoke the necessary business and commercial capacity for organising and managing such industries.

(d) To organise a large co-operative market of fairly ascertainable demand over a large area of the country.

(e) To assist in promoting the formation of profit-sharing or labour co-partnership productive societies to cater for, and keep in working adjustment with, the known demand of the market just indicated. By profit-sharing is meant sharing profit with workers, according to rules, on wages paid.

22. The economy of distributive co-operation secures the profits of distributive trade for the workers.

23. The economy of profit-sharing co-operative productive societies secures for them the profits of manufacturing. From this distribution of profit there would be two important results, one for the individual worker, one for the industry generally so far as industry depends on a circulating capital spent on finished goods.

24. Individual workers could save not only out of their wages but out of their profits, in some cases both distributive and productive profits.

25. Individual workers who do not save have enlarged spending power in proportion to their distributive and productive profits, and this would have the effect of keeping up a more strongly stimulated demand for finished goods.

26. Further as to paragraph 21 :—

(a) Co-operation both attracts the naturally thrifty and also induces thrift amongst the otherwise improvident, according to my experience.

(b) A large part of the capital actually employed in co-operative production is obtained in this way.

(c) The store system of co-operation has been largely the training ground of productive efficiency so far as organisation and management are concerned.

(d) The present co-operative store system is such a market for some £10,000,000 to £15,000,000 of trade for co-operative production, though not the whole of this is profit-sharing as regards the workers. It still offers a further distributive market of £50,000,000 or £60,000,000 for further productive enterprise of this character.

(e) Such is the case as to the federated societies for which I am general secretary.

APPENDIX No. XXXV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. F. HARRIS, OF THE CHURCH ARMY HOME, GATESHEAD.

Extent.

1. The number affected is large. Through labour-saving machinery, hands are reduced, generally the weakest and unreliable being thrown out of work. Classes: mostly labourers. Characters: generally indifferent.

2. The period of duration is varied and periodic.

Causes.

3. The causes of unemployment are :—

(a) Small wages when employed, preventing the desirous from providing for future needs. I should say about 25 per cent.

(b) Carelessness and indifference, drunkenness, etc., cause of the other 75 per cent.

Effects.

4. Moral and physical degeneration; largely training hooligans and thieves, etc.; very largely the feeding ground for prison, workhouse, and asylum.

Remedies.

5. Provide special work for the genuine by distress committees, Church Army institutions, or labour bureaux. After a fair chance, if no sign of improvement, deprive the lazy and careless able-bodied of their liberty at labour colonies, where hard work and long hours should be imposed upon them. Those weak intellectually and physically should have suitable work provided and care taken of them, and not allowed to marry.

APPENDIX No. XXXVI.

STATEMENT OF EVIDENCE BY MR. J. MOORE HAYTON, TOWN CLERK OF SOUTH SHIELDS.

1. The question of unemployment has not received any particular study on my part, and I am not fully familiar with the various causes which have lead to the want of employment in this borough. I have, however, had the advantage of reading the memorandum which has been prepared by the clerk to the distress committee as regards the present extent of unemployment and its causes, and so far as my knowledge goes his statement appears to have been prepared with accuracy. I am not able to add anything further, as the secretary has dealt with the matter fully.

2. It is difficult to suggest any specific remedy against unemployment. To my mind the Unemployed Workmen's Act with regard to results has failed in its object. The machinery provided for relieving distress may be, and no doubt is, ample, but the means, or in other words, funds, are lacking. No money has been provided by the State, or at any rate not in a sufficient quantity. Moreover experience shows that where there is a Government or municipal agency at work for the relief of distress, aided in part by the rates, the public will not contribute

voluntarily for the purpose of supplementing what they have already had to provide compulsorily. A sufficient subsidy on the part of the Government would meet this difficulty. In such case, however, another danger would arise, as there would not be an incentive on the part of the workman to apply himself to any particular employment as he would know that he would be employed by the State as a last resort, and consequently the demand for work and the necessity for providing for the unemployed would increase and as a result greater difficulty would be experienced in finding work which would be useful in its nature and economical in its execution.

3. The real remedy for want of employment through bad trade, which experience shows arises from time to time in all occupations, is the institution of a thrift fund such as is at present formed by the various friendly societies throughout the country. The contribution to this fund should be compulsory and the fund itself administered by committees constituted of representatives of the workmen and members appointed by the local authority.

APPENDIX No. XXXVII.

STATEMENT OF EVIDENCE BY COUNCILLOR G. H. HOGG, A MEMBER OF THE TYNEMOUTH BOARD OF GUARDIANS.

1. I am a member of the Town Council of the County Borough of Tynemouth (eight years); Guardian of the Tynemouth Union (ten years), and *Vice-Chairman of the House Committee; Member of the Executive Council of the Northern District Poor Law Conference, Member of the Committee of Visitors of the County Lunatic Asylum, Morpeth; Member of the Local Distress Committee; Trustee of the Tynemouth Victoria Jubilee Infirmary, and generally connected with the public life of this district.

2. My experience as a guardian has been a general one. I wrote and read a paper at the above-named Conference in 1905 on the "Relief School Children Order, 1905," the necessity for and the best method of feeding such children at the public expense, which was duly published in the report of the proceedings by King & Co., London.

3. I have also addressed the Conference on "Emigration to Canada of Poor Law Children." I visited the Dominion as a member of the Chambers of Commerce in 1903 and believe that there are good openings for the children and that they will also receive kindly treatment. Gateshead-on-Tyne Board has sent several, and all reports are satisfactory.

4. *Outdoor Relief with Special Reference to Medical Relief.*—I would impress upon boards the great importance of relieving officers exercising great vigilance over this class of applications, as this is frequently the introduction to a permanent position on the relief lists, and many individuals have little compunction in making such applications, as it does not carry disfranchisement. In my opinion any form of parochial relief should entail disfranchisement.

5. *The Treatment of Vagrants by a Combination of Boards of Guardians.*—Upon this I am going to give a paper before the Conference to be held at Keswick on the 9th and 10th of July next, and will deal fully with the subject. I may add that I am inclined to hand this class over to the police, so as to secure uniformity of treatment which is essential to an effective policy. I also favour the Road-Ticket System, and think a mid-day meal should be provided; and as they are a predatory class the cost should be a national and not a local charge. In 1906, 6,500 vagrants passed through the casual wards of this Union.

6. *The Care of the Feeble-Minded and Epileptic in Special Institutions.*—In all our large workhouses we have a class who are not sufficiently mentally deranged for the lunatic asylums, who are the butt of their associates, who cannot take care of themselves, and who should be treated either in national institutions, or in special homes provided by a combination of unions. These are units of the nation rather than of a locality, and should be provided for out of the funds of the national exchequer.

7. *The Removal of Children to Cottage or Scattered Homes.*—This has frequently been urged by Mr. Lowry, our Local Government Board inspector, and while I agree that it is the ideal method of treatment I consider that in workhouses where there is sufficient accommodation (as in ours) and complete segregation of the children from the adult portion of the house, so costly a scheme should not be forced upon them until the time is more opportune. The Tynemouth Union has agreed to defer the consideration of this question until the Royal Commission, now sitting, has made its report.

8. *The Treatment of Phthisis under the Poor Law.*—This has engaged my attention, but from statistics prepared by our union, the remedial treatment of this class must commence before they are brought within the compass of the Poor Law, as the disease is then too far advanced to hope for any permanent cure in specially provided sanatoria.

Unemployment.

9. In this district unemployment is not chronic, but of the ordinary kind, due to variations in supply and demand, and the socialist panacea of socialistic employment of capital and labour does not or could not effect any alleviation. I observed in going through the lists of applications that the great preponderance of the unemployed are unskilled labourers. As a member of our local education authority I have endeavoured when visiting our schools to impress upon the elder boys the importance of learning some trade, and not becoming mere labourers in our ship yards—an attraction for youths just leaving school, as they can earn considerably more money than they could by becoming apprentices.

10. Of the real genuine unemployed workman we have had only a mere sprinkling in this district for a very long time. Lazy men always abound, and on many occasions swell the ranks of the unemployed. The world has no conception of the growth of laziness. To me it is a greater factor in connection with poverty than even excessive drinking.

11. In this district the unemployed question and the Act itself for the time being is forgotten.

12. *The Causes of Unemployment* here are periodic and depend upon the condition of the coal, iron, and shipbuilding trades.

13. Owing to the stringent trade society regulations, and what I term the abuse of trade unionism, men are now sooner thrown upon the human scrap heap than formerly. The minimum wage regulation also causes all but first-class workmen in times of slackness to be placed among the unemployed. I think that men should be engaged at their market value and not at an amount fixed by a trade union, so that a smart man should not be brought down to the level of the dull one.

14. The abolition of the apprenticeship system is also a factor in the question.

15. I have not observed any unemployment brought about by the mal-administration of the Poor Law, as was the case previous to 1834, and as in some districts has been the case since. I agree with Sir William Chance in his book on "Our Treatment of the Poor":—"There is a very prevalent idea that an outdoor relief policy is cheaper for the ratepayers than one of indoor relief; but experience teaches the contrary. A union which makes indoor relief the rule and outdoor relief the exception is always more economically administered than one in which such a policy is disregarded."

16. In times of exceptional trade depression I should do everything to encourage the fluidity of labour, by establishing labour registries throughout the country, with a central office for each district, Northern, Midland, Eastern, Western, etc., and providing the means, either by voluntary effort, or by the application of the Act and the levying of $\frac{1}{2}$ d. rate, or both, wherewith men could be readily removed from a district where work is slack to one where it is more abundant. The levying of a labour rate I do not favour, as it destroys the distinction between pauperism and independence and this line of demarcation should be as broad as possible and should be clearly pointed out to all applicants for employment. The payment of the wages of labour by those who are not the employers of the labour strikes at the very root of sound economics.

17. In my experience the efficient workman is seldom unemployed and the inefficient should be left to shift for himself. All should be encouraged in habits of thrift by joining benefit clubs and trade societies, who pay

* Elected Chairman in April, 1907.

APPENDIX No. XXXVII.—*Continued.*

unemployment money, and who endeavour to find work for their members, and by investing in savings banks in times of full employment. Nothing, to my mind, has been more encouraging during the last half century than the gradual diminution of pauperism, particularly the able-bodied, which in many of our provincial unions is almost *nil*, and the simultaneous growth of our friendly societies, savings banks and co-operative stores, the accumulated funds of which now reach £300,000,000.

18. I see no solution in *old age pensions* until something more workable is evolved than any of the 100 schemes submitted to the Committee of 1896. In any case, to be effective the pension will have to be *unconditional* and *universal*, as it would be inoperative if the Report of 1899 were adopted, "that the applicant must not have more than 10s. per week, be of proved industry, and have shown a reasonable amount of thrift." Such a person would not require the dole.

19. I consider it an anomaly that grandparents are held liable to contribute towards the maintenance of their grandchildren, while the latter who are generally in the better position, cannot be called upon to contribute toward the support of their grandparents. If this arrangement is not exactly reversed, which would more equitably meet the cases of my actual observation, both should be made liable to contribute to the support of the other.

20. Another item of our Poor Law administration for which some provision should be made, is the disposition of our boys when old enough to leave the workhouse. At present we retain them until they are fourteen years of age, when we endeavour to find them situations *with residence*, where their services are accepted for a year or

two in lieu of wages with perhaps a small sum for pocket money. This we find very difficult of accomplishment as there are few occupations (with the exception of farmers) where the principals are either able or willing to provide housing accommodation. The result is, that if we send boys to learn a trade, such as shipwright, carpenter, boatbuilder, blacksmith, mason, or joiner, where they only receive 5s. per week for the first year, and probably from 6s. to 7s. 6d. per week for the second year; they have to be boarded with some family, or as is frequently the case, with a widow in the neighbourhood of their work, who will not accept them under 9s. or 10s. per week; the difference having to be met by voluntary contribution. We have a society in connection with our board of guardians for such purpose, known as "The Boys Aid Society," the subscriptions to which are principally received from individual members of the board. This I consider improper, particularly as many of our guardians are now drawn from the artisan and working classes, and the sacrifice they make in attending to their public duties is quite sufficient, without asking for a money subscription. If boys are thus employed in towns where the workhouse is situated, they should have the privilege of returning thereto in the evening; of course, handing their wages to the master of the house in consideration of food and shelter. When they are found situations in the more distant parts of a large union, or outside the limits of the union, the difference between the wages they receive and what has to be paid for their board and lodging, until they are, say, eighteen years of age, or until they receive sufficient wages to support themselves entirely, should be a legitimate charge upon the funds of the union.

APPENDIX No. XXXVIII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT IN SHEFFIELD, BY COUNCILLOR HOLMSHAW, PRESIDENT TRADES COUNCIL, AND MEMBER OF DISTRESS COMMITTEE.

1. I have no information to offer as to the number of men out of work, information of this nature being most difficult to obtain owing to many workmen being unorganised and also to the fact that some trade unions keep no record of their unemployed and have no "out-of-work" fund. This difficulty is all the greater in Sheffield, where there are probably more than 100 different trades or industries carried on, in many cases in isolated workshops, the workman fetching his work from the warehouse of his employer and doing it at piece rates.

2. The building trades have many men out of work. This is due mainly to stoppage of building operations after several years of exceptional activity. During these years many workmen were attracted to the town; these have stayed on through a period of depression, hoping for a renewal of building activity, and help to swell the list of unemployed.

3. The laying of the tramways attracted many men to the town. That work is now finished, and these men, mostly unskilled, are among the unemployed.

4. Machinery has displaced men here as everywhere; this is especially noticeable in the file trade, also in the forging of blades for knives, scissors, and razors.

5. Fluctuations in trade cause many men to be temporarily thrown out of work. This is especially the case in the large iron and steel works, where often an influx of work means the setting on of men who must be dismissed as soon as the pressing order is completed.

6. Men in the cutlery trades are often periodically unemployed through fluctuations in trade. Depression is particularly felt in the earlier months of the year. Orders have been completed largely for the end of December, and it seems customary for work to be scarce for some weeks after. The same applies with even greater force to workers in the silver trades.

7. Want of work in time demoralises the best men. They become careless, take less and less pride in home, and their growing indifference is communicated to their families. They sink lower and lower in the social scale, until finally losing heart they cease to make what appears to them a hopeless struggle, and disappear into the regular army of "unemployed," an army composed of those who have not only ceased to become producers but also purchasers.

8. The Unemployed Workmen's Act caused the numbers and class of the unemployed to be ascertained, but only to a certain extent, for the more skilled workmen refused generally to sign the unemployed register, mainly because the work offered would be rough work of the stone-breaking or similar class. The skilled artisan is unfitted for such work. Beyond getting this imperfect list the Act is a failure. It provides no funds for wages, and offers no means of work. All the work for the unemployed in Sheffield could have been found without the aid of the Act.

9. If Government work could be distributed over more regular periods instead of, as at present, coming at intervals and being required in a hurry, thereby causing irregularity of employment, much benefit would be felt, especially in the heavy trades.

10. The amending of the Merchandise Marks Act by compelling a distinguishing mark on all foreign cutlery coming into this country would benefit the cutlery trade.

11. Local authorities should be assisted more by grants from Government. There is plenty of work in the paving of streets and other works of public utility, but money is wanted and rates will not bear increasing. The people must be kept on the land and not come into the towns to compete for the unskilled work.

APPENDIX No. XXXIX

STATEMENT OF EVIDENCE BY HERBERT HUGHES, ESQ., C.M.G., DEPUTY LORD MAYOR
OF SHEFFIELD.

1. Beyond the normal small percentage of persons unemployed, usually because they are unemployable, or from time to time are out of work from personal causes, there is practically little or no unemployment at the present time.

2. Such unemployment does exist from time to time, but in the case of Sheffield arises from the ebbing of a tide of trade prosperity.

3. At present the tide is flowing, which accounts for the answer to the first question, but when the inevitable ebb comes there will be undoubtedly unemployment from what may be termed the natural cause of the falling off of trade.

4. It is difficult to understand what is meant by the effect of unemployment arising from such a cause as I have set out.

5. The real effect of course is to put stress upon those who from no fault of their own are out of employment, which has usually been met in Sheffield by the subscriptions of those who desire to help them over a time of bad trade.

6. It is to be feared that there will be recurring periods of bad trade owing to the curtailment of the world-wide trade which Sheffield carries on, but the effect in Sheffield has never been such as could not be coped with by the co-operation of those people who were willing to assist.

7. The remedy for this ebb and flow of trade does not, in my opinion, exist, nor would it be forthcoming from any artificial restrictions upon the import trade of the country.

8. There is no doubt that the cheap food available for the people enables a time of distress to be tided over with no very grave results so far as Sheffield is concerned.

9. In my opinion the conditions leading to unemployment, in Sheffield lead, in greater or less degree, to unemployment in all countries.

10. With regard to the Unemployed Workman's Act, I believe that it does good, inasmuch as it has tended to explode the fallacy that there is continuous unemployment of deserving persons willing to work, while on the other hand in the recurring periods of distress owing to the fluctuations of trade, it may be of real benefit, in ascertaining the extent and conditions of the problem to be solved and in assisting in applying the necessary remedies.

11. The danger of an Unemployed or Distress Committee in every town is lest it should, by unwise action, create the disease which it was brought into existence to mitigate.

12. If a Distress Committee considers that its duties are to get together a considerable sum of money and to apply it regardless of careful investigation of each case, and of the state of trade as a whole, it may be safely assumed that there will be plenty of unemployed ready for the benefits which may be offered; but in Sheffield the Committee has, on the whole, acted as it seems to me with much care and discretion, and nothing but good results have therefore been forthcoming.

13. In Sheffield much care has always been exercised in actual times of distress to investigate cases, and yet there has undoubtedly been a large amount of imposition and overlapping in the distribution of money subscribed for the relief of distress, and I can imagine that the establishment of a Distress Committee under the Act, which up to now has not had to deal with a period of distress, may result in a much more discriminate distribution of any distress fund.

14. In conclusion I should like to point out that there have been sporadic areas of distress, owing to unemployment created by the capricious way in which Government orders have been given to Sheffield.

15. No doubt a great deal of uncertainty arises with regard to such orders by reason of the difficulty in ascertaining what is the best gun, armour or ammunition available for the moment, and it may also be contended that the class of workmen engaged on these Government orders are exceedingly well paid, and should be able to provide for what is more or less a recurring incident in their business life.

16. Nevertheless this policy of giving out Government orders at irregular intervals does affect employment in Sheffield, and may be referred to therefore as an incident in the problem so far as it affects this city.

17. In conclusion I should like to give my strong opinion that there is no chronic unemployment in Sheffield, save such as is within the personal control of the workmen affected.

APPENDIX No. XL.

**STATEMENT OF EVIDENCE BY MISS E. G. A. JACKSON, SECRETARY TO THE
KENSINGTON COMMITTEE OF THE CHARITY ORGANISATION SOCIETY, AS TO
THE ASSISTANCE OF THE UNEMPLOYED.**

1. In the winter of 1904-5, when the question of unemployment was very much to the fore, and Joint Committees were formed under what was generally known as "Mr. Long's Scheme," the Kensington Committee of the Charity Organisation Society offered to undertake to make all the necessary inquiries for the Kensington Joint Committee into the cases of men registering themselves as "unemployed."

2. During the previous winter the Kensington Committee of the Charity Organisation Society had carefully watched the development of the unemployed question, and had mapped out the district and made all arrangements to deal with a large increase of applications, if necessary, so that their machinery for the purpose was in good order, and their offer was gladly accepted by the Joint Committee.

3. The Kensington Committee of the Charity Organisation Society had no faith in the remedy of employment relief, and the plan they adopted was to make careful inquiry into each individual case, and, on certain well-defined conditions, to grant assistance in the form of a weekly allowance for a certain period, urging the applicant to use his best efforts meanwhile to find regular employment.

4. The conditions insisted upon were that the alleged unemployment could be shown to be due to exceptional circumstances, not chronic or merely seasonal; that the applicant had a settled home, bore a good character, and had ordinarily been able to maintain his independence.

5. The amount of assistance given varied in each case according to the individual requirements, the earnings of all the members of the family being taken into account; and care was taken to ensure that, with the allowance granted, the total income of the family should still be below the minimum average reached when the head of the family was in regular work.

6. It was explained to the applicant in each instance that the assistance was granted to give him time to seek his own work, and it was continued as long as he appeared to be doing his utmost in this way.

7. The periods varied from one or two weeks to five or six weeks—a month being about the average.

8. Seventy cases were dealt with in this way, and almost all successfully.

9. The men so assisted found work for themselves in most instances, and showed real appreciation of the help afforded them.

10. They did not appear to be in any way demoralised by it, but regarded it as an aid to regaining their independence, while it has been noticeable that a very large proportion of the men who received employment-relief relaxed their own efforts to find work, and looked increasingly for outside help.

11. The total number of applicants to the Kensington Joint Committee was 750, but a very large proportion of these were casual labourers, whose "unemployment" was in no way due to exceptional circumstances, and these were dealt with under the ordinary rules of the C.O.S.

APPENDIX No. XLI.

**STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. F. JAMES, SECRETARY TO
THE CENTRAL COMMITTEE OF DISCHARGED PRISONERS' AID SOCIETIES, EMBODYING
THE VIEWS OF THIRTY-FOUR DISCHARGED PRISONERS' AID SOCIETIES
AFFILIATED TO THE CENTRAL COMMITTEE.**

1. The tabulated statement is a digest of the views of thirty-four discharged prisoners' aid societies in Great Britain. (See Appendix No. XLI. (A).)

Causes.

2. Of these, eight societies (Bradford, Cambridge, Carnarvon, Cornwall, West Glamorgan, Lincolnshire, Worcester, and Hereford and Radnor) have experienced little or no inconvenience in their work, from unemployment.

3. Sixteen societies attribute the cause of unemployment in part to intemperance, vice, incapacity, or infirmity in the workers themselves.

4. Thirteen societies give slackness of trade as a cause, six of them being of opinion that foreign competition and cheap alien labour are mainly responsible.

5. Eight replies mention congestion of town districts and want of "fluidity" in labour as chief factors in unemployment.

6. Three societies find the present law relating to employers' liability a serious obstacle to the employment of elderly men.

Remedies.

7. Eleven societies urge the establishment of State labour and training colonies.

8. Eight advocate greater attention being paid to the technical education of young people, and the encouragement and development of the apprenticeship system.

9. Nine societies recommend the institution of facilities for enabling workers to hear of, and get to, employment in distant centres of activity.

10. Six replies suggest emigration as one remedy.

11. Six societies think that the remedy is to be found in Tariff Reform in the direction of import duties on foreign imports.

APPENDIX No. XLI. (A).

(Handed in by Mr. F. James, Secretary to the Central Committee of Discharged Prisoners' Aid Societies.)

TABLE I.—CAUSES OF UNEMPLOYMENT.

Name of society.	Intemper- ance and vice.	Slackness of trade.	Incapacity due to lack of skill, or physical defect, or infirmity.	Migration of country- men to towns.	Foreign competi- tion.	Cheap alien labour.	Absence of means to reach districts where work available.	Laziness and innate distaste for work.	Employers' Liability Act, especially in regard to elderly men.	Other causes.
Berks D.P.A.S.	-	-	-	-	1	-	-	-	1	Introduction of machinery. Trades union- ism in misdirection.
Breconshire D.P.A.S.	-	-	1	-	-	-	-	-	-	Non-production of corn and use of machinery.
Bradford D.P.A.S.	-	1 (especially building and wool- combing).	-	-	-	-	-	1	-	Less unemployment than average.
Bucks D.P.A.S.	-	-	-	-	-	-	-	-	-	"Cannot offer any comment."
Cambridge D.P.A.S.	-	-	-	-	-	-	-	-	-	"No opportunity of forming opinion."
Carnarvon D.P.A.S.	-	-	-	-	-	-	-	1	-	"No particular set of circumstances."
Cornwall D.P.A.S.	-	-	-	-	-	-	1	-	-	"Not many unemployed."
Denbigh, Flint, etc., D.P.A.S.	-	-	-	-	-	-	-	-	-	"Subject too complicated for them to give an opinion."
Derby D.P.A.S.	-	-	-	-	-	-	-	-	-	"No lack of employment."
Devon and Exeter D.P.A.S.	-	1	1	1	-	1	-	1	-	
Dorset D.P.A.S.	1	-	-	-	-	-	-	-	-	
West Glamorgan D.P.A.S.	-	-	-	-	-	-	-	-	-	
Glasgow D.P.A.S.	1	-	-	-	-	-	-	1	-	Trades unionism in limiting apprenticeship.
Herefordshire D.P.A.S.	1	-	1	1	1	1	-	-	-	"Specially favoured—no remedies needed."
S.W. Lancs. D.P.A.S.	1	-	-	-	-	-	-	-	-	Already given evidence before Commission.
Lincoln Prison Gate Mission	-	-	-	-	-	-	-	-	-	Use of machinery.
London—Catholic D.P.A.S.	1	-	1	-	-	-	-	-	-	
Manchester and Salford D.P.A.S.	-	-	-	-	-	-	1	-	-	
Monmouth D.P.A.S.	-	-	-	-	-	-	-	-	1	
Northampton D.P.A.S.	-	-	-	-	-	-	-	-	-	
Nottingham D.P.A.S.	1	-	1	-	-	-	-	-	-	
Oxford Prison Charity	1	-	1	1	-	-	-	-	-	
Plymouth D.P.A.S.	-	1 (especially building).	-	-	-	-	-	-	-	
Portsmouth D.P.A.S.	-	1	1	-	-	-	-	-	-	Not yet received.
Preston and Mid Lancs. D.P.A.S.	-	1 (especially building).	-	-	-	-	-	-	-	Need of self-reliance in discharged soldiers.
Shropshire D.P.A.S.	1	-	-	-	-	-	-	-	-	
Suffolk D.P.A.S.	-	-	1	1	1	1	1	-	-	Indifference of parents to qualification of children.
Surrey and S. London D.P.A.S.	1	-	-	-	-	-	-	-	-	"Cannot say."
Worcester D.P.A.S.	-	-	1	-	-	-	-	-	1	Use of machinery.
York, North Riding, D.P.A.S.	1	-	1	-	-	-	-	1	-	Indiscriminate charity.
York, West Riding, D.P.A.S.	1	1	1	-	1	-	-	1	-	Male labour displaced by that of women.
Essex D.P.A.S.	-	-	-	-	-	-	-	-	-	Use of machinery.
Herts D.P.A.S.	-	1	1	-	-	-	-	1	-	Use of machinery.
Leicester and Rutland D.P.A.S.	-	-	-	-	-	-	-	-	-	
	11	7	12	4	5	3	4	7	3	

TABLE II.—SUGGESTED REMEDIES FOR UNEMPLOYMENT.

Name of society.	Establishment of labour bureaux.	Technical education for boys.	Labour and training colonies.	Facilities for transfer of workers to busy centres.	Legislation on lines of Vagrancy commission Report.	Emigration.	Encouragement of apprenticeship.	Remarks.
Berks D.P.A.S.	1	1	1	1	-	1	-	Restraints against betting and gambling. Enforcement of Sunday as day of rest. Facilities for small holdings.
Breconshire D.P.A.S.	-	-	-	-	-	-	-	Import duties on corn and all foreign manufactures. No solution offered.
Bradford D.P.A.S.	-	-	-	-	-	-	-	Ditto.
Bucks D.P.A.S.	-	-	-	-	-	-	-	Ditto.
Cambridge D.P.A.S.	-	-	-	-	-	-	-	Extension of Borstal system. State inebriate homes.
Carnarvon D.P.A.S.	1	-	-	-	1	-	-	"No recommendation to make."
Cornwall D.P.A.S.	-	-	-	1	-	-	-	Publication of lists of all public works in progress in casual wards.
Denbigh, Flint, etc., D.P.A.S.	1	-	-	-	-	-	-	No solution offered.
Derby D.P.A.S.	-	-	-	-	-	1	-	"No lack of employment."
Devon and Exeter D.P.A.S.	-	1	1	-	-	1	-	No solution offered.
Dorset D.P.A.S.	-	-	-	-	-	-	-	"Encouragement of home industries by Tariff Reform. Improvement of licensing laws," with special reference to sale of adulterated drinks."
West Glamorgan D.P.A.S.	-	1	1	-	-	-	1	
Glasgow D.P.A.S.	-	-	-	-	-	-	-	
Hereford and Radnor D.P.A.S.	-	-	-	-	-	-	-	
S.W. Lancs. D.P.A.S.	-	-	-	-	-	-	-	
Lincoln Prison Gate Mission	-	1	1	1	-	-	1	Already given evidence before Commission.
London—Catholic D.P.A.S.	-	-	-	-	-	-	-	
Manchester and Salford D.P.A.S.	-	-	-	-	-	-	-	
Monmouth D.P.A.S.	-	-	-	1	-	-	-	
Northampton D.P.A.S.	-	-	-	1	-	1	-	Facilities for small holdings. Creating and maintenance of public roads by Government.
Nottingham D.P.A.S.	-	-	1	-	-	-	1	
Oxford Prison Charity	-	-	1	-	-	-	-	
Plymouth D.P.A.S.	-	-	1	-	-	1	-	
Portsmouth D.P.A.S.	-	-	1	-	-	1	-	
Preston and Mid Lancs. D.P.A.S.	-	-	-	-	-	-	-	
Shropshire D.P.A.S.	-	-	1	1	-	-	-	
Suffolk D.P.A.S.	-	1	-	1	-	-	-	More stringent restriction as to admission of aliens. "Fairplay for home manufactures," State encouragement of thrift.
Surrey and S. London D.P.A.S.	-	-	-	-	-	-	-	No solution offered.
Worcester D.P.A.S.	-	-	-	-	-	-	-	Restriction of alien immigration.
York, North Riding, D.P.A.S.	-	1	1	1	1	-	-	"Imposition of a tax on all imports."
Essex D.P.A.S.	-	-	1	-	-	-	-	"Prevention of foreign competition."
Herts D.P.A.S.	-	-	-	-	-	-	-	
Leicester and Rutland D.P.A.S.	-	-	-	-	-	-	-	
	3	6	11	8	3	6	3	

APPENDIX No. XLII.

**STATEMENT OF EVIDENCE ON UNEMPLOYMENT BY ALDERMAN W. H. JESSOP, J.P.,
HUDDERSFIELD TOWN COUNCIL.**

1. I have had no personal experience of the working of the Poor Laws. I have been engaged in the building trade during the last forty years in Huddersfield and district, and have employed a large number of workmen.

2. I do not think the working classes have suffered very much from want of employment even during the last two or three years. The great variety of trades carried on in this district, and the fact that the persons engaged in trade seem to have so well organised their trade unions that when a depression in trade takes place, workmen and their families do not feel the effect so much as in some of the large cities and towns. In the textile trades the machinery is run overtime almost throughout the year.

3. In October, 1905, a Distress Committee was constituted by the Huddersfield Town Council. I was a member of that committee, in fact, Chairman of the Temporary Work Sub-committee. I believe we had about nineteen applications, which we dealt with up to April, 1906, then the Committee decided to close the Distress Office, and I am not aware that any demand for re-opening has been made this winter.

4. Huddersfield and district may be considered exceptionally fortunate with having so many charitable organisations which are available in cases of need.

APPENDIX No. XLIII.

**STATEMENT OF EVIDENCE BY MR. GREVILLE JONES, MANAGER OF THE CLARENCE IRON
WORKS, MIDDLESBROUGH.**

1. My experience extends over a period of sixteen years at the Clarence Works belonging to Messrs. Bell Bros., Ltd., pig-iron manufacturers.

2. The employment of men is fairly regular in this particular section of the trade connected with the Middlesbrough district. In the case of the finished material trade this, no doubt, fluctuates, more men being employed during a prosperous period as compared with the number employed during a slack time. These remarks apply also to shipbuilding establishments.

3. As regards old age, the custom at these works up to the present is that men who have served the firm for any length of time, when they become aged, are found light work. In a short time, however, these conditions will be altered, as, in view of the "Compensation Act, 1906," coming into force in July next, our directors are considering the question of pensions for the old men employed at Clarence, so that they will be prevented coming to the works. It is positively unsafe for such men to go about the works, more particularly as the firm is responsible, in case anything happens to them in the form of an accident, to pay weekly compensation, or if the accident should prove fatal, and they have dependants, three years' wages. I may say that our experience with regard to old men since the introduction of the Workmen's Compensation Act, 1897, has been a very expensive item.

4. Of course men whose ages range between fifty and sixty years who have been accustomed to wander from place to place (*i.e.*, never settling down to any particular works) have been forced on to the list of unemployed lately, and I have every reason to believe that the number of unemployed in this district has, to some extent, been affected in consequence, together with the migration of men from other districts when they hear of a spurt in the trade in our own neighbourhood. Probably another thing will affect this question, *e.g.* from time to time a number of Irishmen arrive in England during the harvest time, and after the harvesting work has been done they very often get into the different works, where they find employment.

These Irishmen are able-bodied, and in many instances superior to some of the class known as casual labourers.

5. I should like to mention one or two things which have occurred to me on the question of earnings. The old men mentioned in paragraph 4 (fifty to sixty years of age) have, in many instances, earned good wages—probably £2 each per week—out of which they have made small allowances to their wives for the maintenance of the families, the remainder of the money being spent in drink and gambling. Some men who have earned from 7s. to 10s. a day in the employ of my own firm allow the wives say 30s. a week, and spend the balance in the evils already enumerated. When these men die their wives and families are thrown upon the rates of the town. Personally, I should welcome the passing of some measure by Parliament whereby every man in receipt of wages of the amount already named would be compelled to subscribe to a fund a certain sum weekly, which would accumulate, so that when he reaches advanced age the money so saved would become a kind of "old age pension" for him. The squandering of money, apart from being absolute waste, also has the tendency to make men unfit for work and therefore it is a matter which should further occupy the minds of our legislators at the present time.

6. The "Unemployed Workmen's Act" is, in my opinion, a step in the right direction. As far as our own district is concerned we have now an organisation to which we can apply at any time when we require extra men, advantage of which we have taken on very many occasions. Even in the cases supplied to us from this source men are found who do not want work.

7. I may add that Messrs. Bell Bros., Ltd., encourage their workmen to deposit money. Up to the first £50 deposited, they allow 5 per cent. interest, and above £50, 2½ per cent. There are all grades of workmen taking advantage of this privilege. Then in addition to this, Lady Bell has instituted a fund for the wives and daughters of the workmen here, the rate of interest being 1d. in the 1s. up to £2, and the amounts (principal and interest) are withdrawn annually.

APPENDIX No. XLIV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. JENKIN JONES, ORGANISING DISTRICT DELEGATE OF THE AMALGAMATED SOCIETY OF ENGINEERS, AND MEMBER OF THE CARDIFF DISTRESS COMMITTEE.

1. I am an engineer, and for the last thirteen years have been a paid official of the Amalgamated Society of Engineers, and the districts under my official supervision cover all South Wales and Monmouthshire, West of England, Birmingham and towns within a radius of thirty miles from Birmingham.

2. The extent of unemployment varies very much, which is usual in seaport towns; it has been greater in trades, as explained in the next subsections.

3. As to numbers it would be difficult to give an intelligent estimate unless I made a special investigation.

4. Among the skilled workmen in the port there are many men out of work on occasions, while on some occasions the number of unemployed would be very small, due to the intermittent character of the work.

5. The unskilled workmen engaged in loading, unloading, coal-trimming and general dock labour would always have men unemployed on this work and these men confine themselves entirely to dock labour, but while they are members generally of an union there is no register of unemployed kept, as there is no out-of-work benefit in their unions. The same remarks apply to the unskilled who attend to the skilled workmen, therefore only an approximate and rough guess could be made as to numbers.

6. The unemployment in the marine or dock work is periodic, such being controlled by shipping, which, when depressed, increases the periodic unemployment; this is greater during summer months.

7. The cause of unemployment may be chiefly due to shipping being bad, low freights and the smaller volume of repairs done; this is a greater factor, as Cardiff is

mainly a repairing centre and the skilled workmen and their attendants chiefly depend on repair work.

8. The unemployment in the building trades, I would say, is chronic from the long spell of bad trade, but the unskilled labour is mostly affected, as the skilled workmen are able to move to other towns where employment may be better.

9. Regarding the building trades it is difficult to give a cause, only the fact that no new buildings are required and possibly the construction of some buildings may have effect on the number of men employed.

10. The effect of unemployment on the skilled, as the immense majority are in the unions, is, of course, to reduce their spending power and a higher weekly contribution to the union results.

11. Upon the unskilled the effect is great, as they have no money to draw from the unions and *e.g.*, the builders' labourers would seek for dock labour, thus making unemployment in dock labour more acute.

12. Being a member of the Cardiff Distress Committee, my impression was that general and builders' labourers were the chief applicants, but there were some painters, while some would say there were masons and bricklayers, but I am doubtful of the latter.

13. Most of the work given was pick and shovel, which apparently did not suit many of the applicants, but generally many were relieved during the last sitting of the Committee.

14. The remedy for unemployment I am not at this moment prepared to suggest, but may do so on further consideration.

APPENDIX No. XLV.

STATEMENT OF EVIDENCE BY MR. GEORGE D. KELLEY, M.P., MANCHESTER.

1. In reply to your inquiries *re* unemployment I beg to say that in certain industries the condition has passed from periodic to chronic. I am well aware that in Manchester a large number of persons able and willing to work are out of employment. When trade is good there are always amongst skilled artisans from 2 to 4 per cent. out of employment; for a long period and up to rather more than a year ago, 6, 7, and 8 per cent. Amongst the unskilled the number would be much greater, but it is almost impossible to obtain any approach to a correct computation in respect to the unskilled, but in my opinion the above is a moderate computation, arrived at from figures submitted to me during the period and from personal observation.

2. The cause of it is largely due to the introduction of new and improved machinery, and to the failure on the part of some men to respond to the increased state of efficiency demanded by employers owing to keener competition which means an increased output. Men who cannot rise to the new conditions are squeezed out of the skilled trades, and of course ultimately go to swell the ranks of the unskilled. Under the circumstances referred to men and women are put out of regular employment, and in many cases out of employment altogether, with the result that eventually they lose energy and, what usually follows, self respect. The weakly and emaciated appearance of many children to be seen in the streets

of our large cities are distinctly traceable to loss of employment on the part of their parents, and consequently loss of food, or at any rate the right sort of food necessary to keep them in a physically healthy condition.

3. It is somewhat difficult to suggest a remedy for this state of things, but I certainly think that a legal eight hours day with two sets of workpeople would tend to reduce the evil; it might be necessary to work less than eight hours per day, but it would be far better to distribute employment amongst the whole than to have a large number without any at all; and this could be done by an eight hours day or a day of less than eight hours.

4. Organisation amongst the unskilled is more difficult to bring about than amongst the skilled. I have spent much time and trouble in trying to organise the unskilled, and to an extent succeeded, but they are most difficult to keep together, and I may add that the difficulty is largely increased by the lack of permanent employment. The continual changes that take place by men leaving or being discharged, and also by the low wages paid, make it so that they cannot afford to join a union, or, if they do, when out of employment their membership lapses.

5. I do not know that I can say more on the question at present, but I sincerely hope that something may be done to relieve the situation, which if not relieved might possibly become dangerous.

APPENDIX No. XLVI.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY MR. JOHN LEA, J.P., CHAIRMAN OF THE LIVERPOOL DISTRESS COMMITTEE.

Extent.

1. During the time October, 1906, to June, 1907, being the second term, the number of persons registered as applying for employment was: Males, 2,895; females, 376; total, 3,271. The major portion were genuine cases, there being only a small percentage of those that might be termed chronic, and the number applying on both first and second terms were not numerous. Probably one-tenth only were skilled tradesmen. The committee offered work to 497, and this was accepted by 268; many of the others no doubt obtained work elsewhere. The writer would like to have a weekly application, as so many fail to notify their success in finding work.

Causes.

2. In my opinion the great cause of distress is due to unemployment by a lack of early training in an industrial trade or art. The cry to educate is excellent, but the advantage of a trade likely to benefit the individual and the State is too much overlooked. Many persons are displaced by introductions or improvements in machinery, and the human machine often has nothing to fall back upon. In one district in our city there are hundreds of aliens who live and thrive without public assistance. Only one of these applied to our relief bureau during the eight months stated, and he had two trades to his credit. At the same time intemperance unfits many for daily duty. From £2,000,000 to £3,000,000 pass annually over the bars of our public-houses (not counting hotels), and in this evil of drinking, apart from convicted drunkenness, there is one of the best possible answers to Question No. 2.

Effects.

3. This means a sad amount of suffering to women and children, the pledging of goods and the loss of self-respect.

Some will say the people drink because they are poor. Speaking with considerable experience as a magistrate, the writer says that the people are poor because they drink and because they are thus rendered unfit for daily duty.

Remedies.

4. The city council's labour bureau was open for some years, but was little availed of prior to the passing of the Unemployed Workmen Act, 1905. No work was provided, but money was subscribed when necessary and distributed as in 1904, when the writer was Lord Mayor.

5. The Unemployed Workmen Act, 1905. This Act has been very useful as regards Liverpool. The labour bureau was taken over and placed upon a firm basis; work has been provided; emigration has been extensively resorted to. But the great advantage has been that the committee, formed on the broad lines laid down in the Act, with a generous introduction of persons of opposite and possibly extreme views, has proved a safety valve and an instrument for good in any possible emergency.

6. Labour farms are not likely to do any good as long as our towns are made so much more attractive than are the country places. Of our colonies the writer cannot speak, but he hopes to visit Canada in the ensuing autumn. [For copy of Mr. Lea's Report on his visit to Canada, see Appendix XLVI. (A).] Copies * of the answers of the committee to the questions of the Royal Commission and the committee's application forms are enclosed.

7. We have followed up our applications by a personal visit, a most useful and necessary practice, although not generally approved of.

* Handed in, but not printed.

APPENDIX No. XLVI. (A).

Paper handed in by Mr. Lea, Liverpool.

CANADIAN EMIGRATION NOTES.

To the Members of the Liverpool Distress Committee.

LADIES AND GENTLEMEN,—With a desire to understand better the existing opportunities for emigration and the conditions thereof, I have paid a visit to the great continent across the Atlantic, giving particular attention to facts bearing on this important question in the Dominion of Canada.

On the passage out, by a fine Canadian Pacific steamer, one was early brought into touch with the subject, seeing that we had some 800 steerage passengers, the majority of whom were seeking new homes in our colony.

Speaking generally, these were of a class of people who form the mainstay of a country—young, healthy, and strong; and from their excellent demeanour on board it was evident that, while they were likely to be a gain to Canada, England was the poorer by their transfer. This is mentioned to show the class of people with whom those emigrated by distress committees have to compete.

In Montreal and Toronto efforts were made by those in authority to render my visit pleasant and profitable. Information was generously supplied, and at Ottawa a government official accompanied me to the extensive experimental farm, and also to the lumber works. At the farm considerable and very practical efforts are made by experts to ascertain for the benefit of the public the most suitable crops for different soils and districts,

including information as to fruit, breeds of cattle, poultry, etc.

In the cities of Quebec and Montreal one failed to see any great openings for the surplus labour of our country, and at Montreal there is a Charity Organisation with heavy calls upon its resources. In the summer time there is, naturally, a rush of work, as for several months the ground is frost-bound, and, were it not for the labour caused by the clearing of the heavy falls of snow, it is difficult to imagine what would become of the many of the working classes, particularly in Montreal, during the winter months.

The essentially English city of Toronto is a busy place, with some 60,000 workers in its many and varied manufacturing. Here, with a more genial climate, there are probably many openings for the skilled European artisan.

While there are great possibilities in Canada with its enormous territory, natural advantages, and unlimited mineral wealth, it is very evident that English distress committees should be most careful with respect to those who may be emigrated at the public expense. In the first place, my experience leads me to believe that persons thus sent out ought to be directed to an address, and that no one should make the venture in the hope of finding work in the Canadian cities. The opposite plan has led

APPENDIX No. XLVI. (A.)—*Continued.*

to great suffering, and if immigrants cannot be directed to actual scenes of occupation, they might be sent to the care of a duly appointed agent or representative worthy of the confidence of the home city, who should be responsible for their well-being until an opening for work could be found, and who would receive payment on account of repayment of expenses incurred in connection with their removal from the old country. Persons going out on their own account are, naturally, at liberty to take a more independent line, but no one should venture upon such a course unless in possession of sufficient ready cash to tide them over several weeks. While employment may often be obtained for desirable skilled immigrants in the large centres, it is much better that newcomers to Canada should go out west, where there is ample room and a good opportunity to become experienced in agriculture or other industries of the country, with the hope of later engaging in the same on their own responsibility. It was not my good fortune to go far in this direction, but at a farm visited near Hamilton there were gathered in the season now closing ten tons of grapes and a large quantity of tomatoes, all grown in the open air. It was not pleasing to hear of a party of immigrants who were met on landing by settlers from a district 150 miles west of Montreal, anxious to make engagements, but who informed the farmers that they (the newcomers) were bent on remaining in the city, and nothing would induce them to go into the country.

Few who are advanced in years can be considered desirable immigrants; the younger the people are when they go out as settlers in the country it seems to me to be better, and the hope of Canada as regards population lies in the children and young men and young women arriving there, the latter especially, females being particularly needed. So strongly is this felt by the Canadian Government, that there is a department at Ottawa responsible for the oversight of young immigrants and settlers. No one coming under the purview of distress committees would, of course, for financial reasons be sent out to start farming operations at once. The qualities necessary to an assured success are to be steady and of good character, with a healthy mind in a sound body, and a determination to succeed. Canada has no place for kid-gloved persons seeking a handy fortune, but those who are physically

able and sufficiently in earnest to take the position seriously, and to work hard early and late at times, may expect to achieve a considerable amount of success in a country that is as prolific as it is great. The cost of food in America, both in Canada and the United States, is much the same as at home, and this may also be said regarding clothing. The charge for railway travelling is not excessive, being about one penny per mile. The companies run only one class of carriage for ordinary passengers, but for an extra payment superior accommodation can be had on many of the trains in a Pullman company's carriage.

Outward signs of poverty and suffering are absent, and although I observed one child minus shoes and stockings, it was in a country district, I did not see a man, woman, or child in ragged clothing in either the United States or Canada, and in neither country is there a workhouse. Amongst the people of both countries there is a high tone of character, and a marked regard for the well-being of women and children. Women do not visit the public-houses, at least in Canada, and in that country these saloons, as they are termed, are closed from seven o'clock on Saturday evening to the same hour on Monday morning.

The immigrants into Canada this year may, possibly, reach a quarter of a million, and all suitable persons going out under proper conditions can count upon a welcome from the hospitable Canadians, whose affection for the old country is no more capable of being measured than is their loyalty thereto.

It is considered that the capital value of Canada is increased to the extent of three hundred pounds sterling by the addition of each able bodied man to the population of the country.

Assuring you of my respect,—I am, Ladies and Gentlemen,

Yours faithfully,

JOHN LEA,

Chairman of the Distress Committee.

Liverpool, 18th November, 1907.

N.B.—Since the above was written a local newspaper has given a cable report of a meeting held at Toronto with the object of checking improvident immigration.—J.L.

APPENDIX No. XLVII.

STATEMENT OF EVIDENCE BY MR. T. LIDDLE, ORGANISING DELEGATE FOR THE TEES AND HARTLEPOOLS SECTION OF THE AMALGAMATED SOCIETY OF CARPENTERS AND JOINERS.

1. In October, 1896, I was appointed Organising Delegate for the Tees and Hartlepoons section of the Amalgamated Society of Carpenters and Joiners, which position I still hold. During this period I have been in close touch with all the trade movements in this district. I have been a member of the education authority since 1899 and a member of the town council since 1901, and in June last year was appointed a Justice of the Peace for the borough.

2. The number of men out of work on February 28th, 1907, according to the Return furnished me, was 500. Of these 390 may be classed as belonging to the shipbuilding and engineering trades, and 110 as belonging to the building trades. In addition to the above there are a number (say about 250) of men out of work, principally unskilled labourers, who are not connected with any organisation.

3. Unemployment is chronic in the building trade, and periodic in shipbuilding and engineering trades.

4. For some years there has been great speculation in house property. Houses were built much in excess of our needs, consequently we are now considerably overbuilt, and it will, I am afraid, be some years before this trade recovers its normal condition.

5. We are almost solely dependent on the shipbuilding industry, our iron and steel works, blast furnaces, saw-mills and engineering works all depending to a large extent upon the condition of trade in our local shipyards. If other industries were started in the locality there would of course be an increased demand for house property, and the building trade in consequence would feel the benefit of such demand.

6. Enforced idleness causes physical degeneration, lowers the moral standard and, if long continued, brings about a loss of desire to work.

7. I am unable to suggest anything likely to prove an effective remedy for unemployment, but would mention "shorter hours" and the "abolition of overtime" as tending to that end. A farm colony would not, in my opinion, be suitable for this district. The expense of working it would be greater than the benefit derived would be worth. Land might be procured to be let off in portions suitable for "egg and poultry farms." If this were done it would prove more profitable and would not demand a special knowledge of agriculture.

8. Improved machinery and more systematic organisation in the workshops has displaced, and is displacing, large numbers of men who are unable to find work elsewhere.

APPENDIX No. XLVIII.

**STATEMENT SHOWING THE RESULTS OF AN ENQUIRY INTO SEASONAL TRADES,
INSTITUTED BY THE WOMEN'S LABOUR LEAGUE, AND SUBMITTED TO THE COM-
MISSION BY MRS. EDITH J. MACROSTY.**

1. The facts appended have been collected by members and friends of the Women's Labour League, an organisation composed largely of working women. The hours of work and the wages quoted relate to individual cases, but where these differ in the same district an attempt has been made to obtain an average.

2. It may be taken for granted that a large number of women's trades are seasonal in their nature, and all who know the facts agree that the "slack season" is a very great evil. The workers are deprived of the necessities of life at this time; they get into debt, which they pay off week by week during the busy seasons; and they contract habits of laziness which it is very difficult for them to shake off. It is always impossible for them to save money. Factory and sanitary inspectors and dis-

trict visitors testify unanimously that it is impossible to over-estimate the misery caused by the slack seasons.

Dressmaking.

3. The dressmaking trade, about which we have most information, is slack in London during September, January and February. In August most workrooms are closed altogether. Work is never very plentiful in March.

4. We append an exact statement of the number of days worked by a visiting dressmaker during last year, the wages she earned each month, and also the amount of money she borrowed. This woman is thirty-five years of age. She lives alone and provides entirely for herself. She is a clever dressmaker, having a teaching certificate from the London County Council dressmaking classes.

	£.	s.	d.
5.—In January she worked 6 days, earned —	15	0	and borrowed or got into debt £1 10s.
February " " 7 " " "	17	6	" " " " 10s.
March " " 14½ " " "	12	0	" " " " 10s.
April " " 22 " " "	2	15	0 and paid back 10s.
May " " 26 " " "	3	6	0 " " " 10s.
June " " 26 " " "	3	5	0 " " " 15s.
July " " 25 " " "	3	2	0 " " " 15s.
August " " 9 " " "	1	2	6 and borrowed 5s.
September " " 9 " " "	1	3	0 " " " 2s. 6d.
October " " 13 " " "	1	12	0 " " " 2s. 6d.
November " " 17 " " "	1	17	6 " and paid back 10s.
December " " 19 " " "	2	0	0 " " " " —

She reckons that when she lives properly it costs her about 12s. a week. She receives her dinner when she is working.

6. The pay in dressmakers' workrooms is rather lower, and the slack seasons are practically the same. No dinner is provided in the workrooms, and the payment in suburban dressmakers' workrooms is seldom more than 12s. a full week for a practised skirt or bodice hand. Tea is sometimes provided. The fitters and cutters are paid more, and they are not dismissed during the slack season.

7. We are able to present the Commission with the exact wages earned by a woman, aged twenty-five, in a South Kensington workroom, charging West End prices:—January, 20s.; February, 30s.; March, 41s.; April, 60s., and 3s. 6d. overtime; May, 60s., and 2s. overtime; June, 60s.; July, 60s.; August, nothing; September, 10s.; October, 50s.; November, 60s.; December, 60s. The earnings in lower class workrooms would be quite 3s. a week less in busy periods. Meal times are sometimes encroached on.

8. Dressmakers rarely apply for poor relief until they are incapacitated through ill-health, but they are nearly always in debt and quite unable to save.

9. In seaside places the season is shorter and somewhat different. In Brighton, for instance, work is fairly constant during the year, but in Hunstanton there are only two months really busy.

Millinery.

10. The busy season for millinery is very much shorter than dressmaking. Here we have two distinct trades—the wholesale and the retail. Wholesale millinery work is done in the E.C. district of London, and would be an exceedingly good trade if it were not rushed entirely into the Spring season of the year—from January to June, when the chiffon hats are made for summer wear. A small amount of trade is done for export to the colonies for eight weeks during August and September and October.

11. A good wholesale milliner can scarcely hope for work for more than seven months during the year, and copyist and junior milliners are almost invariably out of work for five months.

12. The earnings of a very good junior milliner are given. For seven months in the year she earned £1 a week. She was kept at the shop during the slack period—five months—and earned 4s. a week; but this was because she was so exceptionally good that the firm did not want to lose her.

13. Some firms take advantage of the slack season to get cheap work done, and then a hat is made for 4d. instead of 1s.

14. The retail trade is also seasonal, and retail milliners are only busy in April, May, June and November. In some houses they work half-time during the slack season, coming to the shop at dinner-time. The pay of a retail milliner is about 12s. a week, and she would earn about 6s. when working half-time. In West End shops the season is very short, and considerable hardship is experienced. The trade is mainly taken up by girls whose parents are able to keep them at home during part of the year. They belong usually to a class far above those who apply for poor relief. As this is a skilled trade and an important trade, it seems curious that the workers should not be self-supporting.

Jam Workers—Lambeth and Isle of Dogs.

15. Jam is made entirely during the summer months—June, July, August and September—and marmalade from Christmas until February. During the other six months the workers are entirely without work unless they find employment at pickle filling. In one or two factories there are also departments for preparing soldiers' rations. In most jam factories quite half the workers are dismissed and the others have to "stand by"—that is, wait in the factory for work. No pay is received except for work actually done. Wages in busy seasons are from 10s. to 16s. a week, while in the slack seasons workers seldom earn more than 4s. a week.

16. Employers are said to prefer women with children or other relatives dependent on them, because the pressure of their responsibility forces them to work quickly. Girls prefer more regular work. As widows with children are generally in receipt of poor relief it follows that a large number of jam workers are supported out of the rates or receive assistance from charitable sources.

Artificial Flower-makers.

17. This is a very precarious trade and the skilled worker may tramp to the factory six days a week and find no work. Flower-makers are busy in the early spring in the years when flowers are fashionable and sometimes in autumn. The pay is so low and varies so much according to the nature of the work that it is impossible to give details of the rates, but from many independent inquiries

APPENDIX No. XLVIII.—*Continued.*

the average may be estimated at 1d. for two hours' work. The work is usually done by widows receiving poor relief or having some other sources of income.

Jam Making—Swanley. (Information given by the Foreman of the Factory.)

18. The busy months are July, August, September, and October. The slack months are November, December, January, February, when most of the women are dismissed. In busy periods the earnings are from 12s. to 24s.; in slack periods, 10s. to 12s.

Mantle-makers (Wholesale).

19. Mantle-makers are busy from February to May, and September to November. During these months they work eleven hours a day, and earn from 10s. or 12s. to 24s. a week, according to the quality of the work and the skill of the worker. During the rest of the year there is sometimes work for eight hours a day and five days a week, and they earn from 5s. to 14s. The cheaper work is done in the slack season. The workrooms are entirely closed for a month. Very cheap work is taken to the homes of the workers.

20. Some of the workers in one factory borrowed money during the slack season from a loan club and the rate of interest worked out at 105 per cent.

Machine Hands for Cycle Trade—Coventry.

21. These workers are busy from December to July, and slack from July to December. Work ceases altogether during stocktaking. In the busy time the wages average 12s.; in the dull season they average 3s. Some workers save a little when work is very good; the majority depend on poor relief, relatives, or get into debt. Every "hand" is said to be in debt about Christmas time.

Seaside Servants—East Coast.

22. These women are busy in July and August, and work ceases altogether during the rest of the year. The workers get into debt and receive poor relief or beg. The tradespeople in these seaside resorts suffer greatly from the fact that their customers are always indebted to them.

Seaside Servants—South Coast.

23. In towns on the south coast there are three and a half months of busy work. The earnings during this period vary so much that it is quite impossible to specialise, but it may be taken for granted that distress is always rampant in seaside resorts during the winter.

There are generally nine months in the year in which there is no work, and during this period it is necessary for the worker to have poor relief if she has no other sources of income.

Felt Hat Trimmers.

24. Four months of the year are quite slack, but scarcely any of the workers are turned away in the Stockport district. In the Denton district the shops are entirely closed. Ladies' felt hats are made in the summer; men's goods in the autumn and spring. In Stockport workers wait in the factory for work. They earn from 9s. to 12s. during the slack period, and from 18s. to 25s. in the busy period. These workers are able to save. It is a very skilled trade.

Waterproof Garments.

25. These workers are busy between Whitsuntide and November, and slack for nearly four months. Work ceases almost entirely during December, January, February, and March. In busy periods the workers earn from 15s. to £1 a week. In slack seasons the workers earn from 1s. 3d. to 5s. When a contract is on hand the workers are driven very hard.

Upholsterers.

26. Upholsterers are very busy from Easter to the beginning of May, and from September to November. They are slack for nearly six months in the year. The forewomen and apprentices are regularly employed; the other workers are dispensed with altogether, except that they can if they choose go to the workroom to see if any work has come in. They are not allowed to bring needlework or to read. In busy seasons the women earn from 15s. to 16s., and 6d. an hour overtime. The most overtime worked is five hours weekly. In slack seasons they think themselves lucky if they earn 4s. a week. In busy times they pay back debts, and they are never able to save. Great improvements have been affected in this trade by the visits of inspectors. The overtime in busy periods is much less, and consequently the work is spread more evenly over the year.

Tailoring Trade.

27. The ready-made tailoring trade is not seasonal, as a rule; at any rate, not to the same extent as many other trades in which women are engaged. In some places, however, only half the usual wages are earned in the summer, perhaps 7s. 6d. instead of 15s. The workers stint themselves in necessities, but they are not in actual distress.

APPENDIX No. XLIX.

STATEMENT OF EVIDENCE BY MR. JAMES MANFIELD, OF WESTON FAVELL HOUSE, NORTHAMPTON; PARTNER IN THE FIRM OF MESSRS. MANFIELD & SONS, SHOE MANUFACTURERS, NORTHAMPTON; CHAIRMAN—EIGHT YEARS—OF THE FINANCE COMMITTEE OF THE CORPORATION OF THE BOROUGH OF NORTHAMPTON, AND EX-MAYOR; JUSTICE OF THE PEACE FOR THE COUNTY AND FOR THE COUNTY BOROUGH OF NORTHAMPTON.

1. *Its Extent.*—I have consulted the town clerk, who informs me that you have received the fullest information direct from his office upon this subject.

2. *Its Causes.*—The trade of Northampton is to a great extent the manufacture of boots and shoes, and during the last few years important changes have taken place in the methods of manufacture.

Forty-eight years ago machinery was unknown, and since then it has been rapidly introduced, more particularly during the last ten years. The older men engaged

in the trade have been unable to adapt themselves to the altered conditions, and have been to a great extent cast aside.

With few exceptions the manufacturers do not get sufficient profit on the volume of trade they conduct, and owing to this, and the pressure of other circumstances, men are discharged from the factories and find it difficult to obtain positions elsewhere. In my opinion the great increase of unemployment in recent years is due to the depression consequent upon the South African War,

APPENDIX No. XLIX.—*Continued.*

as Northampton, in common with other towns, has suffered severely, and this again has produced a crisis in the building trade, most of the builders within the last few years, with the exception of a few more important ones, having been forced to relinquish their business.

Many men went to the war, and have never since obtained regular employment.

3. *Its Effects.*—It is evident to the most casual observer that the effect of unemployment is demoralising to the highest degree. When men who would have continued to work fairly well under the regular conditions are once thrown out and unable to obtain employment elsewhere, they lose heart after a time, and never hope, and in many cases never desire, to get regular work again.

Owing to the great pressure that is brought to bear on governing bodies, *i.e.*, both the Corporation and Poor Law Guardians, employment has been found in many ways, and men, finding they are able to shift with the pittance they receive in this way, prefer the irregular life and make no further attempt to get back to their previous occupation.

4. *Its Remedies.*—I cannot speak favourably of any local experiment that has been made as a remedy, and I am afraid that the latter paragraph of the preceding clause would give my opinion of the Unemployed Workmen's Act.

APPENDIX No. L.

STATEMENT OF EVIDENCE BY MISS M. CECILE MATHESON, BIRMINGHAM WOMEN'S SETTLEMENT.

1. My knowledge of working-class conditions has been gained chiefly in the course of an investigation into the conditions of women's work in Birmingham, which occupied nearly three years. The papers, etc., collected during this time are the property of Mr. Edward Cadbury, Westholme, Selly Oak.

UNEMPLOYMENT.

2. *The Class of Men out of Work.*—A great number of labourers, brass-casters and other brass-workers, and a certain number of men in the jewellery-trades.

3. *Extent Over-time.*—We come across many men who have only been casually employed for the last four or five years and who are therefore chronic out-of-work cases. Labourers as a class suffer from much irregularity of work, and many in this neighbourhood are always short in the winter. Figures relating to unemployment in Birmingham can be obtained from the City of Birmingham Aid Society.

4. *The Causes of Unemployment :—*

(a) Misfortune. For example, many men drift into the ranks of the unemployed when a firm fails or winds up business. If they have been long in the one place they do not seem to settle again.

(b) Slackness of trade, or short work. Though trade is better in most respects than it was three years ago, there seems to be still much slackness in the brass-trade.

(c) Want of adaptability in the men. When driven out by a machine they seem unable to turn to any fresh trade. Similarly, few adapt themselves to change of method, etc.

(d) Want of moral stamina in the men. There is a lamentable number of men who are lazy and will not work more than they can help.

These are the causes as they strike a settlement worker. I cannot speak on the effects brought about by the state of the market etc., etc.

5. *The Effects of Unemployment :—*

(a) Privation often brings about great deterioration in the man himself and renders him unfit for sustained employment.

(b) The children are insufficiently fed and are developing into another generation of shiftless, improvident labourers, without either physical or moral strength to persevere or to learn a proper trade.

(c) The children, and especially the girls, are forced to become unskilled workers in their turn, as a period of earning on a "pocket-money wage" cannot be afforded by the parents.

6. *The Remedies for Unemployment.*—With regard to the working of the Unemployed Workmen's Act I am unable to speak. Leaving willing and able workmen out of the question, I think that the idle should be treated on some system similar to those in force in Denmark and Austria. Children should be *obliged* to learn a proper trade when they leave school, and should also be kept alert and intelligent by some kind of teaching. At present a woman of thirty is often unable to change even from one kind of press to another. The years of purely mechanical work seem to kill the power of learning.

APPENDIX No. LI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. C. W. MELHUISE, MEMBER OF CARDIFF DISTRESS COMMITTEE, AND BOARD OF GUARDIANS.

1. I am forty-six years of age, and from the age of sixteen, when I was apprenticed to the carpentry and joinery, to the age of thirty-four I was employed at that trade. Since then I have been in business as a builder and contractor, and have always a number of men in my employ varying according to the state of trade. I have, for the past twenty-six years, been a member of the Amalgamated Society of Carpenters and Joiners, and prior to my starting in business was a member of the management committee for the local branches. I am also parochial secretary for the parish of St. John's, Cauton, Cardiff, a working class parish of about 20,000 population.

I have been a member of the Cardiff Board of Guardians for the past six years, and was elected by that body a member of the distress committee for the city of Cardiff under the Unemployed Workmen Act.

2. In Cardiff at the present time there are a great many men out of employment, equal, I think, to that of last winter, 1905-6. My reasons for thinking so are these: the out-relief paid by the Cardiff Board of Guardians at the present time is more than that paid during the winter of 1905-6, and the numbers greater.

3. The members of the Amalgamated Society of Carpenters and Joiners in Cardiff consist of five lodges with an aggregate membership of 600 to 700; in the winter of 1905-6 the largest number out of employment in one week was about eighty; within the last month 120 men were out of employment in one week. The same thing would apply to the other artisans and the labourers engaged in the trade.

4. It is almost impossible to give the number of men out of employment in Cardiff, and for this reason a very large proportion are engaged in work which is only casual, viz., the loading and unloading of ships, artisans, skilled and unskilled labourers, employed in the ship repairing yards and dry docks. This I should say is the staple trade of the city as far as numbers of men employed are concerned, but it is most uncertain; sometimes the yards are full of work, other times there may not be a ship in most of the dry docks.

5. I will give a case in point: one steamer came into the port a few weeks ago, employment was given, for a short period, to seventy joiners and numbers of men of other trades.

6. One great evil of this casual employment is the large number of men who come into the city from the agricultural districts in Wales and the counties of Devon and Somerset. They are tempted here by the high wages paid, compared with those paid in the agricultural districts.

The inevitable result is, they are out of employment more than they are in.

7. The problem would be very near a solution, in my opinion, if something could be done to keep them in their agricultural pursuits.

8. The depression in trade in Cardiff during the last two or three years has been very great. The building trade I should say the worst in its history. This also applies to other towns, seeing that the members of the Carpenters' and Joiners' Society have been paying nearly 2s. per week contribution instead of 1s. per week. This has been caused by the levies for the paying of out of work pay to its members.

9. Unemployment in Cardiff is caused, in my opinion, by the overstocking of the labour market generally speaking. But in the building trade, which in the past has been one of the chief industries of Cardiff, there are at least two other reasons, viz., houses have been built far more than the requirements and the great depression which for the last three or four years has existed all over the country, from my own observation, the building trade is the last to feel a depression and the last to recover from it.

10. *The Unemployed Workmen Act.*—In the winter of 1905-6, when the Act was put into force in Cardiff, assisted as it was by grants from the Queen's Fund, a lot of distress was relieved. Some 800 or 900 signed the out-of-work register, but I do not think this was one half of the number of men out of employment: a large number of men were too proud to sign it, and there was not in my recollection a member of a trade society where out of work pay is given amongst those who signed the register. They would make up a very large number, taking all the different trades engaged in Cardiff.

11. The men who signed were principally skilled and unskilled labourers, the remainder were artisans, clerks, shop assistants, etc. I should say three-fourths of them were decent hard-working men anxious to get employment. The others were men who would be out of employment most of the time, whatever the state of trade.

The employment given and the methods are as follows:—

12. We put on batches from sixty to 100 per week, working for four days at the standard rate of wages of the town; laying out a new park, and cleaning out the lake of the large park at Roath. I would mention here that this work would have had to be done sooner or later by contract or otherwise.

13. This winter we have no funds; this, I think, may account for the increase in the out-relief. If the large amount of imported joinery used in this district was made here every joiner would find employment.

APPENDIX No. LII.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY MR. ALEXANDER MERCER, ORGANISING SECRETARY, BLACKBURN CHARITY ORGANISATION SOCIETY.

EXTENT.

1. I am of opinion that it is impossible, from the data at our command, even to approximate with any degree of accuracy the number of unemployed in the country at any given time.

2. This opinion is based upon the fact that the Board of Trade figures of unemployment, upon which all approximations have hitherto been based, are not sufficiently comprehensive, and, in one instance, have been found not to be sufficiently reliable for this purpose.

3. I think that the number of unemployed is not nearly so great as is generally stated. During the past winter it is estimated to have been about $4\frac{1}{2}$ per 1,000 of population in Blackburn; though this number, as the evidence shows, was largely composed of those out of work, owing to the season.

4. This conclusion was borne out by an inquiry which I made in Blackburn during the past winter. From September 19th, 1906, to April 17th, 1907, there applied to the local distress committee (of whom fifty-eight were ineligible), 157. The secretaries of forty trade unions (out of fifty-six affiliated with the local trades council) reported on November 19th, 1906, members out of work to the number of 249. Upon the morning of January 14th, 1907, 144 employers with 33,000 workpeople (including all departments of cotton manufacturing, building contractors, quarrymen, foundries, National Telephone Company, and all municipal departments employing unskilled labour, reported that they had applications for work from seven boys, eleven girls, fifty-five women, and 137 men, of whom thirty-six were engaged, leaving still unemployed 174. The total number of unemployed, though they were not, it should be observed, all reckoned on the same day, was thus 580. As the population of Blackburn is estimated at 132,000, the number of unemployed works out at $4\frac{1}{2}$ per 1,000. Against this number let me state that the 144 employers mentioned above reported that they were in want of 67 boys, 104 girls, 168 women, and 85 men, or a total of 444.

5. Unemployment is confined chiefly to the winter months. During the last ten years *three* unemployed persons have applied to the local Charity Organisation Society each winter for *one* person in summer. Since the formation of the local distress committee operations have had to cease each summer for lack of applicants.

6. Unemployment is periodic rather than chronic, though there is, even in times of good trade, a certain residuum of chronic unemployment, consisting chiefly of unreliable characters, with a good sprinkling of mental and physical inefficients.

7. That unemployment is largely seasonal, and therefore periodic, not chronic, is evidenced as follows :—

(i) 95 per cent. of those who applied to the local distress committee were unskilled outdoor labourers.

(ii) The 249 trade union members reported as out of employment on November 19th, 1906, were made up as follows :—

Carpenters -	-	-	-	-	-	4
Builders' labourers -	-	-	-	-	-	6
Gas workers and general labourers -	-	-	-	-	-	56
Painters and decorators -	-	-	-	-	-	65
Plasterers -	-	-	-	-	-	5
Bricklayers, London and Manchester branches -	-	-	-	-	-	55
<hr/>						
Six unions of seasonal workers -	-	-	-	-	-	191
Thirty-four other unions -	-	-	-	-	-	58
<hr/>						
Total -	-	-	-	-	-	249

CAUSES.

8. As far as regards Blackburn, the preponderating cause is undoubtedly seasonal. This is evidenced by remarks in paragraphs 5 and 7.

9. The Workmen's Compensation Acts have compelled a number of mental and physical inefficients to be more or less chronically unemployed.

10. In my daily occupation I have come across a number of cases analogous to the two following :—

A. was compelled to leave his work in the mill because his sight was failing. He was forty-eight years old, and a widower with three young children. I sent him to a master window-cleaner, who was in want of a man. He was refused because of his age, on account of the Compensation Acts.

B., also a widower, was fortunately without children. He suffered from dizziness. He has been discharged innumerable times by different employers on this account, and now cannot get any work. This man was registered at the Blackburn Distress Committee during the last two winters.

11. Unemployment is further increased by the working classes spending such a large proportion of their earnings in intoxicating liquors. This wasteful habit interferes with their power of production and, at the same time, it lessens their present and future power of consumption, thus rendering more frequent those cyclical depressions, by means of which many of our best workers are thrown out of regular employment.

12. From a twenty years' experience in visiting the workers in their homes, I find that amongst the workers the drinkers are usually contented with inferior houses, less well-furnished, and what they buy is generally of an inferior quality. When overtaken by sickness or unemployment they have to depend upon the Poor Law or charity. Their power of consumption is thus only rendered possible by reducing that of their more thrifty brethren. Thus the consumption of commodities amongst this class is kept at a minimum instead of at a maximum, the need for workmen being thus proportionately less.

EFFECTS.

13. *Physical Degeneration.*—My visiting and inquiry have revealed to me the fact that the unsteady, unreliable, and thriftless man or woman is always the first to be discharged in times of slackness. The assistance rendered to them by the Poor Law or charity is, generally speaking, inadequate for their physical wants, as is also their allowance from their trade unions. The children especially suffer from this fact, though their sufferings would be very largely increased were it not for the kindness of the neighbours to each other. They are thus rendered less robust in physique and more liable to disease.

14. *Moral Degeneration.*—I have found that weeks of enforced idleness, of men with no intellectual or spiritual desires, lead only too frequently to moral degradation and the loss of self-respect and family responsibility.

REMEDIES.

15. No special work for some years has been provided by the Municipality of Blackburn, prior to the Unemployed Workmen Act. The last time the Blackburn Municipality provided work for the unemployed was in 1892. Then only some twenty men were taken on to clean or dredge the bed of the river.

16. Distress committees are unlikely to fulfil the object of their institution. As long as the idle, vicious and unstable are at liberty to make use of the distress committees, the real earnest workman, willing to give an honest day's work, will not resort to them, as to do so would inevitably lead to his being regarded as one of the same class.

17. Such work as is provided by a distress committee is more likely to prove mischievous than beneficial. To make work is in itself mischievous because :—

(a) It acts as a drain upon those already in work.

(b) The men generally will not put their best into the work. This is largely due to the knowledge that

APPENDIX No. LII.—*Continued.*

having been engaged, not because their services were required, but because they were out of work, they are not likely therefore to be discharged.

(c) The work is thus done at an extravagant price.

(d) If the work is necessary, it would be much better to engage the men under the borough engineer or a private contractor. The men would then do their best to avoid being discharged.

18. Trades union unemployed benefit has been found most useful when adopted, but is capable of much greater extension. Hitherto only those trades, or department of trades peculiarly liable to seasonal or intermittent unemployment, have yet adopted the payment of unemployed benefit.

19. I found this to be so in the course of distributing "the Mayor's Unemployed Fund" in Blackburn at the time of the depression in the cotton trade, in the winter of 1903 and 1904. Those who received help in addition to their unemployed pay naturally were larger consumers, and therefore suffered less physically, while I heard of many instances where, owing to the possession of unemployed pay, they did not even come upon the "Fund." Had other trades, like the weavers, winders, etc., who are not liable to seasonal employment, made provision for unemployment, much suffering would have been averted during the recent shortage of cotton.

20. I think the establishment of a labour farm or colony for each union might be found useful for dealing with idlers and tramps, but only if their detention for eighteen months or two years was made compulsory.

21. Only compulsory detention for a lengthened period would prove of service in the following case, which is typical of many similar ones that have come under my notice. A youth, eighteen years old, called at our office to ask if we could help him to secure work. He proclaimed himself an orphan at first, but finally admitted that he was a bad lad, and had left both home and work. His character was found to be such that no hope existed of finding him work. His parents refused to try him again, having done so several times. At our request the Manchester Labour Colony of the Salvation Army undertook to train him for six months, and, if found suitable, to emigrate him to the colonies. The youth was apparently delighted.

For two months good reports came to hand of his industry. Then he became indifferent, asked for his discharge, and was lost to sight. In January of this year, still more dilapidated and more confirmed in his vagrant life, this youth once again put in an appearance at our office to ask what we could do for him. There is only the prison and workhouse before this youth at present. Such a person, as long as he possesses his freedom, will never apply himself continuously to industrial pursuits. For his own sake, and for the welfare of the community, it would surely be a kindness to compel him and all such persons to labour for a period sufficiently long to break the habit of tramping.

22. Labour bureaux federated in districts like those in Germany ought to prove beneficial. In paragraph 4 it will be found that on Monday morning, January 14th, 1907, 210 persons were applying for work; thirty-six were engaged, leaving 174 still without employment. Yet upon this particular morning 144 employers reported themselves as in want of 444 persons. A man in search of work can only visit a few out of the many employers in any large town. It is just possible he will go to the employers not in need of workers, and, becoming discouraged, will give up the struggle. Had a labour bureau, having the confidence of masters and men, existed in Blackburn on January 14th last, it is quite possible that the majority of the 174 persons who failed to find work could have been sent direct to some suitable employment.

23. I think much good might be done in the future if a beginning was made, at any rate in all large urban centres, with the afforestation of their various catchment areas. The same to be subsequently employed as schools of forestry for the instruction of the rising generation in the art of woodcraft, such as was recommended by the Departmental Committee appointed by the Board of Agriculture in 1902. This would lead to the resuscitation of woodcraft (which has long been a dying industry in England, there being only some 12,000 persons engaged therein, according to the census of 1901) in the United Kingdom. Afforestation possesses a threefold recommendation. It would increase real employment; it would add to the natural wealth and beauty of the country; and, further, it would not compete with any existing national industry.

APPENDIX No. LIII.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY MR. ARNOLD H. MILLER, TOWN CLERK OF NORWICH AND CLERK TO THE NORWICH DISTRESS COMMITTEE.

EXTENT.

1. *Numbers.*—During the winter 1906-7, 1,593 unemployed persons, of whom ten were women, applied to the Norwich Distress Committee for assistance. Of these, 659 had been registered during the previous winter, when applications were received from 1,589 persons.

2. *Classes.*—Of the 1,593 persons registered during the winter 1906-7, apparently 291 were connected with the building trade (131 of this number being labourers); 694 were other labourers; 218 were in the boot and shoe trade; 100 were painters; 40 were gardeners; 32 were carters; and the remaining 218 were in various trades and occupations.

3. The ages of the applicants were as follows:—

Under 18 years	-	-	-	-	-	49
18 years and under 20 years	-	-	-	-	-	104
20	"	"	25	"	-	279
25	"	"	30	"	-	239
30	"	"	35	"	-	191
35	"	"	40	"	-	163
40	"	"	45	"	-	169
45	"	"	50	"	-	130
50	"	"	55	"	-	106
55	"	"	60	"	-	68
60	"	"	65	"	-	51
65	"	"	70	"	-	31
70	"	"	75	"	-	13

4. *Character.*—Upon investigation, sixty-five of the applicants were disqualified from receiving assistance from the distress committee on account of character, and twenty-three men were discharged from the relief works, in most cases for laziness.

5. *Period of Duration.*—Unemployment occurs mainly during the winter months, *i.e.*, from October to April, both inclusive, and has become a perennial question.

CAUSES.

6. The main causes of unemployment are stated by the applicants to be:—

(a) General slackness of work, due chiefly to depression in the building and kindred trades, and the exigencies of the boot and shoe manufacturing trade.

(b) Seasonal occupations, affecting gardeners, brick-makers, etc.

(c) Casual employment of general labourers, etc.

The first cause was given by 998 of the 1,593 applicants; the second by 209; and the third by ninety-three.

EFFECTS.

7. The effects of unemployment are lack of proper food, etc., resulting in physical and moral deterioration, the breaking up of homes, the shifting of responsibilities, the loss of self-respect, and finally the drifting to the state of the habitual loafer.

APPENDIX No. LIII.—*Continued.*

REMEDIES.

8. In 1904 the council appointed a joint committee of representatives of the council, board of guardians, and certain of the charitable institutions of the city relative to the question of the unemployed. (A print of the report of the joint committee on their work is handed in). (*See below*) *

9. The distress committee appointed under the Unemployed Workmen Act, 1905, have during the past two winters carried out the provisions of the Act, enabling them to provide work for, and aid the emigration of, unemployed persons, so far as the funds at the disposal of the committee would allow.

10. *Provided Work.*—During the winter 1905-6, the distress committee provided work consisting of digging, etc., at the sewage farm and at Mousehold Heath, and street-sweeping and other work in connection with the highways, for periods varying from one to sixteen weeks, for a total of 819 men. The men worked four days each week. The rate of pay was 2s. 6d. per day of six and a quarter hours, and the amount paid in wages was £2,719 12s. 5d.

11. Digging, excavation and street-sweeping work was provided during the winter 1906-7, for periods varying from one to sixteen weeks, for a total of 915 men. The men worked five days in each week. The rate of pay was 2s. per day of five hours, and the amount paid in wages was £3,312 5s. 5d.

12. The men employed were not of the physique of the workmen which the corporation engage for their general work. A proportion were good workmen, and others did

* From this report it will be seen that the council anticipated the procedure subsequently laid down by the Unemployed Workmen Act, 1905, and the Regulations made thereunder.

their best. It cannot, however, be expected that the semi-starved and those unaccustomed to the work offered should at once attain to the proper standard of work. An improvement has been effected where a man has been kept in work for a period of weeks. This year the improvement in the quality and quantity of work executed has been more marked than on any previous occasion.

13. It was difficult to fix any value on the work as compared with the cost, but undoubtedly the expense of the work was greatly in excess of what it would have been under the ordinary circumstances of employment. This is partly explained by the area of the works being insufficient for the number of men engaged; further, by the men being unaccustomed or unsuitable for the work, and by manual labour being utilised where, under ordinary circumstances, horse traction or mechanical means are employed.

14. Whilst the action taken has been useful in keeping homes intact which would otherwise have been broken up, the Act has failed to adequately provide for the relief of the distress caused by the lack of employment. The subject requires to be dealt with on broader and more comprehensive lines.

15. *Emigration.*—Since its establishment the distress committee have aided the emigration to Canada of sixty men, seventeen women, and thirty-four children. All the men were placed in situations shortly after arriving at their destination. From communications received from these persons it would seem that great benefit has been the result of the assistance given. This has proved the most satisfactory part of the work, as these men and their families are permanently dealt with, and it is hoped that any amendment of the Act, will give greater facilities for the extension of this branch of the Distress Committees' work.

APPENDIX No. LIV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MRS. MOORHOUSE, GUARDIAN OF THE LEEDS UNION AND MEMBER OF THE DISTRESS COMMITTEE.

Extent.

1. The number of unemployed at the present time is not so great as twelve months ago. The register of the Distress Committee records about 2,000. Twelve months ago, 4,600.

2. Comparatively, there are few skilled workmen amongst the number. The great majority being unskilled or common labourers.

3. Notwithstanding the above statement, there are many craftsmen known to be out of employment, who do not come under the cognisance of the Distress Committee.

4. The majority of registered cases are of a chronic character.

Causes.

5. The varying demand for labour constitutes one of the causes of unemployment at the present time. For instance, the present marked stagnation in the building trade in this district.

6. If the large proportion of the wages of the workers now spent in drink were diverted into legitimate channels of trade, a greater demand for labour would be the result, and thus bring employment to a larger number.

7. A prior cause, in my opinion, is the eagerness of many parents to secure the earning power of their children at too early an age, also their thoughtlessness, or careless-

ness of the kind of employment. Thus causing the continuous supply of unskilled labour.

Effects.

8. The loss of self-respect, and the lowering of the moral tone of the individual and the family.

9. Also the physical deterioration of those affected, especially is this apparent in the young.

10. It compels many to seek relief under the Poor Law, which deals with them either through the House, or the test yard. Others go on the road, and many, it is feared, become habitual tramps.

Remedies.

11. Sweated labour should be more rigorously dealt with.

12. Restriction of overtime labour—so as to distribute employment amongst a larger number of workmen.

13. Reform of the land laws—so as to insure the better housing of the poorer classes, at a reasonable rent.

14. The introduction of small holdings in the agricultural districts—so as to retain the labourer on the land, and thus arrest their migration into the towns.

15. Reclamation of foreshores, afforestation, and emigration under special conditions,—that is, under Colonial Government supervision.

APPENDIX No. LV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY ALDERMAN MARK MORDEY,
CHAIRMAN OF THE NEWPORT DISTRESS COMMITTEE.

1. I was apprenticed to the trade of shipbuilder, and have been an employer of labour for thirty-five years, more in particular with ship-building and ship-repairing, at Newport, Cardiff, Barry, Port Talbot, Swansea, and Southampton. With the above-named companies I have held the respective positions of managing director, chairman and director. I am also a director of other companies employing a large number of workmen:—

Engineering, Rivet, and Forge Works Company.

Glass and Bottle Works Company.

Iron and Steel Foundry and Girder Works Company.

Building Contractors' Company.

My connection with the different industrial concerns has brought me into close contact with the various classes of workmen. I have held the position of Chairman to the Unemployed and Distress Committee at Newport since the Act came into force.

Unemployment.

2. Unemployment is periodic with seasonal labour: masons, plasterers, carpenters, painters, bricklayers, labourers, and timber carriers, etc.; and chronic amongst the unemployable, or the class of workmen who employers refuse to employ for the following reasons:—

Physically unfit.

Old age.

Men who lose time through their drinking habits.

3. Unemployment is caused by trade unions demanding the standard rate of wages for inferior workmen and those who are physically unfit, and demanding a higher rate of wage and more unfavourable conditions for workmen of similar trades in other parts of the country. The latter applies chiefly to marine engineers, ship-builders, ship-repairers, boiler-makers, ironfounders.

4. Many employers have closed their works, being unable to compete with other parts of the country, the men showing no disposition to meet employers and encourage the industries referred to.

5. The Employers' Liability and Workmen's Compensation Act has largely increased the unemployed.

6. The effect is shown by an increase of Poor Law relief, and appeals to charitable funds.

7. Its remedies with especial reference to the workmen and results of the Unemployment Act are:—

(a) To reduce the facilities for drinking in public-houses and clubs by amending the licensing laws.

(b) To grant compulsory powers to local authorities for acquisition of land for cultivation at a fair price.

(c) Local authorities to establish works for the manufacture of such commodities as they require exclusively for the unemployable and deserving seasonal unemployed, which should be subsidised from the National Exchequer.

(d) Trade unions to abolish the limit to the number of apprentices, and give to the employer the right to

employ apprentices as they may require. The present limit system adopted by many of the trade unions largely increase the unskilled labour, which form the larger portion of the unemployed.

(e) The man who has learnt a trade has a much better chance of finding employment of some kind. Trade unions should make a distinction in the rate of wages between a first-class able-bodied workman and the aged and infirm workman. The latter class would stand a much better chance of employment than at present, as the keen competition with manufacturers and employers will only permit of their employing the best class of labour at the standard rate of wages.

(f) There should be a greater desire on the part of the workman to give a fair day's work for a fair day's pay, and keep better time. I find that many employers of labour are discontented with the many unreasonable conditions imposed by labour, and are disinclined to develop their works in consequence of foreign competition and labour troubles. Greater enterprise and development would improve the labour market.

Unemployed Workmen's Act.

8. At the time of the formation of the committee, which comprised representative public men, employers of labour and labour men, there was a serious intention to get the best possible out of the Act to find employment for the unemployed. The committee soon discovered that unless funds were available their efforts would be futile. Were it not for the monies received from the Queen's Fund, which amounted to £317, very little could have been done to assist the unemployed: only in a few cases did the committee receive applications for men.

9. The men were chiefly employed on public works, performing work of utility. Difficulties arose in the selection of men, as the Corporation officials required the best class of workmen, the public works performed by direct labour being in competition with outside contractors.

10. The largest number of men registered were unskilled. Mechanics declined to register, as they viewed the Act of no advantage to them to find employment.

11. Efforts have been made to make the unemployed office a labour bureau, where employers of labour requiring workmen may apply, but workmen who are members of trade unions apply to their union offices.

12. To make the Act operative the Distress Committee must be in possession of funds to establish work of a productive kind. The means adopted to find employment were by advertising, circularising and personal visits of the registrar.

13. I am not hopeful of much assistance from the public authorities unless they are free to employ labour at the respective value of the class of men seeking employment, and receive State aid towards the cost of establishing works.

APPENDIX No. LVI.

**STATEMENT OF EVIDENCE BY MR. WILLIAM JAMES MORGAN, J.P., MEMBER OF THE
TYPOGRAPHICAL SOCIETY FOR THE PAST TWENTY-TWO YEARS, PRESIDENT OF
THE BIRMINGHAM TRADES COUNCIL SINCE 1904; MEMBER OF THE EDUCATION
COMMITTEE; MEMBER OF THE DISTRESS COMMITTEE (AND OF ITS GENERAL
PURPOSES SUB-COMMITTEE AND EMIGRATION SUB-COMMITTEE).**

Typographical Society (Secretary, Mr. W. S. Walker).

1.—(a) Extent of unemployment—

Half-year to June 30th, 1905 :			
Fully employed	-	654	
Casually employed	-	199	

	£	s.	d.
Out-of-work payments (from Association and local funds)	-	384	5 8
Out-of-work payments (from fund specially raised)	-	55	15 0
Paid on superannuation account	-	390	10 0

Half-year to December 31st, 1905 :			
Fully employed	-	710	
Casually employed	-	154	
Out-of-work payments (from Association and local funds)	-	444	18 8
Out-of-work payments (from fund specially raised)	-	59	7 0
Paid on superannuation account	-	418	10 0

Half-year to June 30th, 1906 :			
Fully employed	-	718	
Casually employed	-	134	
Out-of-work payments (from Association and local funds)	-	353	12 8
Out-of-work payments (from fund specially raised)	-	40	8 0
Paid on superannuation account	-	403	12 0

Half-year to December 31st, 1906 :			
Fully employed	-	725	
Casually employed	-	139	
Out-of-work payments (from Association and local funds)	-	328	1 8
Out-of-work payments (from fund specially raised)	-	30	16 0
Paid on superannuation account	-	406	16 0

Half-year to June 30th, 1907 :			
Fully employed	-	734	
Casually employed	-	146	
Out-of-work payments (from Association and local funds)	-	320	14 0
Out-of-work payments (from fund specially raised)	-	31	5 0
Paid on superannuation account	-	402	18 0

Half-year to December 31st, 1907 :			
Fully employed	-	729	
Casually employed	-	142	
Out-of-work payments (from Association and local funds)	-	390	19 8
Out-of-work payments (from fund specially raised)	-	45	16 0
Paid on superannuation account	-	401	14 0

(b)—Extent overtime, *e.g.*, whether chronic or periodic.
Periodic, and to an extent seasonal, in jobbing section of trade ; but chronic amongst newspaper compositors.

2. Its causes.

Largely the result of the introduction of the Linotype and other labour-saving machines. For instance, one newspaper which employed about 118 compositors has now only between fifty and sixty.

3. The effects.

The driving of men on to the Superannuation Fund who would otherwise not have claimed those benefits ; men leave the trade and try something else ; and a tendency to a lower standard amongst those only casually employed and constantly going from office to office.

4. Its remedies.

The legal restriction of the hours of labour and of overtime would probably supply a partial remedy. The restriction of the number of apprentices in offices not conforming to the rules and conditions of trade societies.

Template Workers' Society (Secretary, Mr. J. V. Stevens, J.P., Councillor).

5.—(a) Extent of unemployment—

1904.—13,180 days' out-of-work paid to 391 members=£1,288 3s. 4d., this being an increase over the previous year of £594 9s. paid to an increase of 117 out-of-work members—till then, the largest amount on record. Total number of members, 1,237.

1905.—11,543 days "full" out of work benefit paid to 358 members, and 3,768 days as half-pay to 189 members, a total amount of £1,297 19s. 3d. Total number of members, 1,339.

1906.—Returns not yet available.

(b)—Extent overtime, *e.g.*, whether chronic or periodic.

Periodic and seasonal. For instance, lamps and oil-heating stoves are in demand in the winter ; cycle-lamps and oil-cooking stoves in the summer.

6. Its causes.

Introduction of labour-saving machinery and females doing what is regarded as men's work.

7. Its effects. See answer to Question 5.

8. Its remedies.

Legal restriction of the hours of labour, of overtime, and of female labour to work suitable for the sex.

National Union of Gasworkers and General Labourer (Secretary, Mr. S. Lakin).

9. (a)—Extent of unemployment—

Owing to no out-of-work benefits being paid, it is difficult to obtain statistics of the number unemployed. Mr. Lakin makes the following estimate, giving the membership as about 2,000 in Birmingham :—

Brickmaking section	about 7½ per cent. unemployed.
Builders' labourers	" 10 " " "
Edge-tool grinders and polishers	- " " " " Very few.
Machine nut and bolt makers	- " " " " Trade very good.

(b) Extent overtime, *e.g.*, whether chronic or periodic.

In the building trade almost chronic during the last three years, though now improving.

10.—Its causes.

Less housebuilding, owing to general depression in trade. Whilst the building trade is about the last to suffer from a general depression, it is also about the last to recover, hence the disparity in the amount of unemployment amongst the members of this society.

11.—Its effects.

Has driven the older men to seek Poor Law assistance.

Bedstead Workers' Society (Secretary, Mr. W. Mills).

12. (a)—Extent of unemployment.

Of about 2,040 members, about 90 are totally unemployed ; but the remainder are working on an average not more than two days per week. In 1905, £457 6s. was paid in out-of-work benefits ; and though the returns are not yet available for 1906, it is estimated that an amount of £700 will have been paid.

APPENDIX No. LVI.—Continued.

- (b) Extent overtime, *e.g.*, whether chronic or periodic.
Chronic.
- 13.—Its causes.
Over-production, especially during the time an alliance existed between employers and men, which was broken up about seven years ago.
- 14.—Its effects.
About 900 men driven from the trade.
- 15.— Its remedies.
Mr. Mills sees no remedy.
Society of Amalgamated Toolmakers, Engineers, and Machinists (Secretary, William F. Beston).
16. Of about 800 members in the Birmingham District only 2½% have been unemployed during the past two years, and these include 5 superannuated members. Mr. Beston is not prepared to answer the remainder of the questions, though he points to the afforestation of waste lands and the granting of old age pensions as answers to Question 4.
- General Conclusions.*
17. Extent of Unemployment (a)—
The foregoing statements, dealing, as they do, with widely different trades, may be taken as typical of the general condition of the varied industries of Birmingham.
- (b) Extent overtime, *e.g.*, periodic or chronic
Periodic and seasonal, with some exceptions, where chronic.
18. Its causes.
General fluctuations in trade, and the fact that employers depend upon a surplus of labour to meet any exceptional pressure. Introduction of labour-saving machinery.
19. Its effects.
(a) A gradual lowering of the standard of the men out of employment;
(b) A recourse to relief from the charitable institutions or the poor law;
(c) A tendency to lower the wages of those in employment;
(d) The driving of men (many of whom, if they had the opportunity, would continue to work) upon the funds of those societies paying superannuation benefits.
20. Its remedies.
(a) The legal restriction of the hours of labour in all trades;
(b) The abolition (except in cases of public necessity) of overtime;
- (c) The abolition of home work (exceptions might be made in the case of those physically defective);
- (d) The prohibition of child labour;
- (e) The restriction of female labour to work suitable to the sex;
- (f) The establishment of a system of old age pensions;
- (g) The raising of the purchasing power of the people.
21. With reference to the working of the Unemployed Workmen's Act, it has almost entirely failed to have any effect upon organized trades. On unskilled labour the results would have been more beneficial had the Committee not been dependent upon voluntary subscriptions for the payment of wages. Those chosen by the Birmingham Committee last winter (with the exception of those performing a single class of work) received but a maximum of six days' work and a minimum of three days. Experience showed that the more continuous the work the more beneficial the results, physically and otherwise. At present the Committee has about 130 men at work, but those will need to be reduced if voluntary subscriptions are not shortly forthcoming. Emigration gave promise at one time of proving the most satisfactory portion of the Committee's work, but revelations which have been recently made as to the state of the labour market in Canada have raised considerable doubts as to the wisdom of this course of action, and for the present operations in this respect have been suspended by the Birmingham Committee. But under the best of circumstances the system can scarcely be called entirely satisfactory, only the more industrious, energetic, and physically fit undertaking to convey their wives and families thousands of miles in order to obtain employment, the consequence being a lowering of the general standard of those left behind. I am a firm believer in the establishment of farm colonies on the lines originally contemplated on that of the London Central Committee at Hollesley Bay as (1) affording an adequate labour test, (2) temporary relief without breaking up of homes, (3) physical improvement of men, (4) training suitable men for permanent work on the land—all these without the demoralising effects of pauperisation. I would strongly advocate an amendment of the Act to allow Committees to spend the money they are empowered to levy upon the rates upon all suitable work (including the payment of wages). Until this is done, no entirely satisfactory work seems possible, and certainly no solution of the unemployed problem will be obtained.

APPENDIX No. LVII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT IN THE BOROUGH OF PRESTON, BY
MR. T. MOSS, REGISTRATION OFFICER FOR THE UNEMPLOYED.

1. During year ended March, 1906, work was provided by the borough council for 112 unemployed, and offered to eighteen others who did not accept it. Forty-nine obtained work for themselves.
2. Included in the 263 suitable cases (*see* Table I., Appendix LVII. (A.)) were ninety-four skilled excavators and drainers who had ceased work owing to several contracts for sewerage, pipe-laying, etc., being completed. Forty-six others were men who only worked during short periods, and did not appear to care for constant work. The remaining 123 comprised casual labourers and textile workers, etc., the latter of whom were, through failing eyesight or physical unfitness, unable to continue the employment, consequently were dependent upon casual employment.
3. Distress is not chronic. Periodic only during winter months, but in a limited degree.
4. Completion of contracts was the principal cause of distress during 1905-6, whereby the ranks of the unemployed during the winter months were increased, and the difficulty of obtaining work greater.
5. There are few of the families belonging to the working class who have not some of the female members working in a cotton mill; consequently but few cases of distress arise owing to unemployment. In fact, there is in this town a large proportion of female employment and employment of young persons.
6. During the past year few have been out of work, and such may be stated to be the normal condition as to labour in this borough, at least so long as the principal trade (cotton) keeps good.
7. Work was provided for the unemployed by the municipality prior to the Act, as well as subsequently thereto, which eventually resulted in some of the regular workmen of the corporation becoming unemployed.
8. It has not been found necessary to put the Unemployed Workmen Act in full operation.
9. Only three members of trade unions made application for work; each was in receipt of 10s. per week benefit.

APPENDIX No. LVII. (A.)

Handed in by Mr. T. Moss, Preston).

TABLE I.

Year ending	Number of applications.	No residential qualification.	Income over scale.	In receipt of poor relief.	Otherwise unsuitable.	Total unsuitable.	Number suitable.
March 31st, 1906 -	482	46	86	43	44	219	263
March 31st, 1907 -	101	24	16	8	3	51	50

TABLE II.

Year ending March 31st, 1907.

Ordinary employment.	No. of applications.		Ordinary employment.	No. of applications.	
	Skilled.	Unskilled.		Skilled.	Unskilled.
Building - - - - -	4	1	Gardener - - - - -	-	5
Shipbuilding - - - - -	1	3	Charwoman - - - - -	-	-
Textile (cotton) - - - - -	5	3	Barber - - - - -	-	-
Boot and shoe - - - - -	-	-	Iron-dresser - - - - -	1	-
Clothing (tailor) - - - - -	1	-	Draper - - - - -	-	-
Woodworking - - - - -	1	-	Baker - - - - -	-	-
Carmen (drivers) - - - - -	7	-	Corn miller - - - - -	-	2
Dock labourers - - - - -	-	-	Engine driver - - - - -	3	-
General labourers - - - - -	9	48	Grocer - - - - -	-	-
Butcher - - - - -	-	-	Book-keeper - - - - -	4	-
Pavior - - - - -	-	-	Compositor - - - - -	-	-
Hawker - - - - -	-	-	Plumber - - - - -	-	-
Moulder - - - - -	1	-	Blacksmith - - - - -	-	1
Platelayer - - - - -	-	-			
Iron-turner - - - - -	-	-			
Railway porter - - - - -	1	-		38	63

TABLE III.

Year ending March 31st, 1906.

Ordinary employment.	No. of applications.		Ordinary employment.	No. of applications.	
	Skilled.	Unskilled.		Skilled.	Unskilled.
Building - - - - -	17	19	Gardener - - - - -	-	2
Shipbuilding - - - - -	-	1	Charwoman - - - - -	-	8
Textile (cotton) - - - - -	7	6	Barber - - - - -	1	-
Boot and shoe - - - - -	2	2	Iron-dresser - - - - -	3	-
Clothing (tailor) - - - - -	1	-	Draper - - - - -	1	-
Woodworking - - - - -	10	-	Baker - - - - -	1	-
Carmen (drivers) - - - - -	25	-	Corn miller - - - - -	1	-
Dock labourers - - - - -	15	-	Engine driver - - - - -	1	-
General labourers - - - - -	141	190	Grocer - - - - -	1	-
Butcher - - - - -	2	-	Book-keeper - - - - -	2	-
Pavior - - - - -	5	2	Compositor - - - - -	1	-
Hawker - - - - -	-	2	Plumber - - - - -	1	-
Moulder - - - - -	6	1	Blacksmith - - - - -	1	-
Platelayer - - - - -	1	-			
Iron-turner - - - - -	1	-			
Railway porter - - - - -	2	-		249	233

APPENDIX No. LVIII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. T. E. NAYLOR, GENERAL SECRETARY, LONDON SOCIETY OF COMPOSITORS.

EXTENT.

1. The number of active members in this society is 11,000—practically all one class, of high average intelligence.

2. About 3,000 would be casually employed—in and out for one, two, or three months, more or less—all the year round.

3. From 200 to 1,000 would suffer more acutely from lack of employment; from 200 to 500 still more. The “bottom” 200 may be described as permanently unemployed.

4. The trade is a seasonal one. Parliamentary, municipal, and legal work, for instance, would stop during the recesses and vacations. The autumn recess of Parliament adds considerably to our unemployed—no proceedings, Bills, etc., then required to be printed.

REMEDIES.

5. *Trades Union Unemployed Benefit.*—The maximum benefit paid by my society is thirty weeks each year (ten of which are dependent upon a ballot of the members being taken), at the rate of 14s. a week.

6. This benefit is not regarded as a “remedy,” and of itself is barely sufficient to keep a man off the parish.

7. In 1906 the expenditure under this head was £18,212; in 1905, £19,569; 1904, £16,126; 1903–1900, over £15,000 each year, the average membership during these years being 11,000. In 1848, with a membership of 1,100, the amount so paid was £186.

8. *Reduction of Overtime.*—In June of last year (1903) this society introduced a new rule, limiting overtime to a maximum of eight hours per week. The effect of this was to put more men in employment, while at the same time giving men previously over-worked more leisure. This

limitation principle might be adopted by all trades in which much overtime is worked with advantage to the unemployed.

9. *In General.*—The Government should guarantee work to the able-bodied unemployed at a fair remuneration.

10. The work so provided must not be part of the general trade of the community—afforestation and coast protection, for instance.

11. The object should be to provide work that would not otherwise have been done—thus adding to the sum total of employment.

12. It must not be expected that any such work shall be done so economically as if governed by competitive conditions. Cost a secondary consideration to provision of employment.

13. *Reduction of the Hours of Labour.*—Statutory limitation of the hours of labour and overtime would result in immediate benefit to the unemployed by the extended distribution of work which would follow. A legal eight-hour day—even if gradually introduced—would reduce the number of unemployed considerably.

14. With competition as the ruling law of industry, there can be no effective remedy—lasting, final, and complete. The most elaborate scheme designed for the purpose of giving work to the unemployed may be highly successful in its immediate effect, but could never be a final solution. The best scheme is no more than a palliative, and ultimately recreates the difficulty it was designed to overcome.

15. State control of the means of production and distribution, the equal division of labour and the product of labour—from each according to his ability, to each according to his needs—these provide the only final solution of the problem.

APPENDIX No. LIX.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT GIVEN ON BEHALF OF THE MASTER STEVEDORES AND MASTER PORTERS' ASSOCIATION, LIVERPOOL, BY MR. HENRY NELSON, HONORARY SECRETARY.

1. It is not possible to give an exact account of the extent of unemployment at the Liverpool Docks, because there are no returns available, but amongst the *bona fide* dock labourers it is, in our opinion, very much less than is generally supposed.

2. When we speak of the *bona fide* dock labourers we mean those men who have selected this work and have become competent to perform their duties.

3. Unfortunately when there is any depression in other trades, such as carpenters, joiners, engineers, plumbers, painters, seamen, bakers, etc., etc., the men who are unable to find employment in their own particular trade flock to the docks, and we have invariably found that if these men should be unsuccessful in obtaining employment at the docks, and in consequence are compelled to seek relief from either charitable or municipal institutions, they describe themselves as dock labourers.

4. In all evidence respecting unemployment these men are wrongly classed. There are a large number of men who obtained almost regular employment at the Liverpool Docks, men who are respectable and honest citizens, but there are a considerable number who are terribly improvident. They do not appear to understand that when work is plentiful and they are receiving good wages that it is advisable not to spend the money as fast as possible, on the contrary, they appear to have a great desire to be rid of it, and unfortunately they succeed very well, chiefly by self indulgence. We have very great respect for the competent dock labourer, but to those to whom we have alluded must be credited a great deal of the misery and poverty which exists in this city.

5. Casual employment does undoubtedly bring hardships upon many, but there is no doubt that the lack of self restraint and the desire to do their duty to their families,

too frequent indulgence in drink, and very often the lack of inclination to find work, is the cause of far more misery than is attributable to the casual labour system.

6. We may mention that between October and March, inclusive, employment at the docks is very good, and there are comparatively few men accustomed to dock work unemployed, but during the months April to September work is more irregular.

7. The cause of unemployment is irregularity in the work, which always exists where the casual labourer system is customary. It is of course the irregularity, irreparable for reasons which are self evident, which has created the necessity of casual labour.

8. We cannot suggest any method of dealing with the question of whether it is possible by subsidy or otherwise to help dock labourers (casual) to help themselves by pension funds or by any other means. Neither can we suggest any practical scheme as a permanent remedy for unemployment.

9. To the best of our knowledge the “unemployed Workmen’s Act” is unsatisfactory in its results.

10. Our view on Mr. Charles Booth, junior’s, scheme is that it would tend to accentuate distress and augment the number of unemployed. It is, in our opinion, unworkable as far as Liverpool is concerned, but if it were possible to work the scheme it would benefit employers chiefly and a few favoured men, but it is against the men’s interests generally. The tendency, under this scheme, is to enable a number of men to earn a higher wage than they have been accustomed to receive and to lessen the wages of the other employees. It also tends to lessen the number of men employed.

11. The above statement represents generally the views of the members of the Association.

APPENDIX No. LX.

STATEMENT OF EVIDENCE BY ALDERMAN PENMAN, EX-MAYOR OF GATESHEAD.

1. I have not been a member of the Board of Guardians, but have always taken an interest in local affairs. I have been a ratepayer for a period of forty-six years and have been a member of the Town Council for thirty years, and have been Chairman of the Finance Committee for the last fifteen years,

2. I am of opinion, that the abolition of the property qualification for guardians, and the additional votes for each £50 of rateable value up to £300, combined with the serious indifference to the election of guardians, has led to the guardians being very largely elected by persons of a class that are likely to require relief. Such a class are

indifferent to the burdens placed on local rates and to the amount of money expended in connection with the workhouse or outdoor relief.

3. As regards the Unemployed Workmen Act, I think it a mistake to advocate the formation of a permanent labour bureau, or a Distress Committee. Such a bureau or committee simply encourages the unemployed from other parts to come into the district in the expectation that work will be found by the bureau. The bureau or committee should only continue as long as there is exceptional distress, as if continued longer it will only attract the unemployable rather than the unemployed.

APPENDIX No. LXI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY JOHN C. PHILLIPS, APPOINTED ENQUIRY OFFICER, DECEMBER 19th, 1905; APPOINTED REGISTRAR, MARCH 6th, 1906; APPOINTED CLERK, JANUARY 1st, 1907, TO THE NEWPORT (MON.) DISTRESS COMMITTEE UNDER THE UNEMPLOYED WORKMEN ACT, 1905.

1. The town has a population of about 75,000.

2. From the time the distress committee was formed to administer the Act, viz., October, 1905, to end of first period, i.e., to end of March, 1906, 469 registered their names as being out of employment, viz. :—

Carpenters	-	-	-	-	-	18
Bricklayers	-	-	-	-	-	10
Masons	-	-	-	-	-	4
Plasterers	-	-	-	-	-	2
Painters	-	-	-	-	-	3
Fitters	-	-	-	-	-	2
Wagon builders	-	-	-	-	-	2
Wagon writer	-	-	-	-	-	1
Wheelwright	-	-	-	-	-	1
Contracting platelayer	-	-	-	-	-	1
Cabinet makers	-	-	-	-	-	2
Various trades	-	-	-	-	-	17
Labourers	-	-	-	-	-	406
						469

3. From April to September 30th the office was only open for receiving applicants about an hour a day, and in that period twenty-eight registered as follows :—

Carpenters	-	-	-	-	-	2
Gardeners	-	-	-	-	-	2
Engine drivers	-	-	-	-	-	2
Locomotive fireman	-	-	-	-	-	1
Railway wagon smith	-	-	-	-	-	1
Smith's striker	-	-	-	-	-	1
Grocer's warehouseman	-	-	-	-	-	1
Salesman in glass	-	-	-	-	-	1
Labourers	-	-	-	-	-	17
						28

4. The present season, starting September 1st, 1906, to February 28th, 1907, 222 have registered as being out of employment :—

Labourers	-	-	-	-	-	161
Carpenters	-	-	-	-	-	10
Masons	-	-	-	-	-	4
Bricklayers	-	-	-	-	-	4
Plasterer	-	-	-	-	-	1
Painters	-	-	-	-	-	27
Gardeners	-	-	-	-	-	2
Glass blowers	-	-	-	-	-	5
Platelayer	-	-	-	-	-	1
Iron dresser	-	-	-	-	-	1

Smith's strikers	-	-	-	-	-	2
Signalman	-	-	-	-	-	1
Engine driver	-	-	-	-	-	1
Railway wagon smith	-	-	-	-	-	1
Printer's machinist	-	-	-	-	-	1
						222

5. In addition to those previously specified there are a number of men out of employment who for several reasons as below will not register :—

(a) Those who object to answer some of the questions on the record paper.

(b) Those who feel it is no use registering, when through lack of funds at the disposal of the committee there is little prospect of work being provided for them.

6. A considerable number whom I should call "chronically" unemployed, are so on account of being too old or physically unfit, and ordinary employers of labour are adverse to employing them, for fear of any accident which would involve them in compensation, and also because the trades union will only consent to these men working for the current rates of wages and *not less*.

7. Periodic unemployment exists to a considerable extent in this town, for reasons given below :—

(a) *Timber Carriers* are thrown out of employment in the winter months, the boats engaged in this trade only running here during the summer season.

(b) *Chemical Workers* are thrown out of employment from July until the end of the year, being the quiet season for this trade.

(c) *Brickworks* close down part of the works in the winter months, and consequently many of the labourers are paid off and thrown out of work.

(d) *Glass Works*. From information received (November, 1905), out of 265 workmen 33 only were employed full time; 53 employed three-quarter time; and 180 employed one week, stop a week, and this state of things still exists.

(e) *Building trade* generally has been depressed, and even when this industry is booming much time is lost through bad weather, and the average weekly earnings of a labourer—taking the whole year through—would not be more than 15s. to 17s. 6d. per week.

APPENDIX No. LXI.—*Continued.*

8. The effects of unemployment are :—

(a) Homes are broken up, furniture and clothing have to be sold or pawned to get food for themselves and children.

(b) Two and three families are compelled to live in one house to pay the rent.

(c) Men get disheartened after asking many times for work and, not being able to get any, they consequently become "loafers" and in many cases drunkards and criminals.

(d) Men desert their wives and children, making in many instances the wife turn out and lead an immoral life to get food, etc., for the children.

9. I am bound to admit I cannot give any solution to this very difficult problem of unemployment, but I am certainly of the opinion that in a Christian and wealthy country like Great Britain *no man* who is willing to work should be deprived of obtaining it, especially seeing it is impossible—even if in regular employment—to save money for a "rainy day" out of the ordinary labourer's wages, where a man is married with a family.

APPENDIX No. LXII.

STATEMENT OF EVIDENCE BY MR. JAMES RATCLIFFE, ORGANISING DISTRICT DELEGATE TO THE NEWCASTLE AND DISTRICT BRANCH OF THE AMALGAMATED SOCIETY OF ENGINEERS.

1. My position here is that of an Organising District Delegate to the Amalgamated Society of Engineers. Although located in Newcastle, my duties extend all over the north-east coast, the Humber, Leeds, Bradford, Keighley and Otley. I have had fourteen years' experience in this position, as well as that of local correspondent to the Board of Trade.

2. The problem here which appears to be the most intricate is that of the unemployed. This, however, is not of a serious nature. In the leading industries, engineering and shipbuilding and coal-mining, employment is good. The building trades on the other hand are bad. And, broadly speaking, want of employment may be said to be confined to those trades in all their branches, together with a certain number of general and casual labourers.

3. It is rather difficult to give numbers of unemployed, especially in the building trades, as no records are kept. Approximately in Newcastle and Gateshead the average for months past in those trades, including bricklayers, plasterers, stonemasons, slaters and tilers, house joiners,

plumbers, and painters and labourers is 2,000. The building trades here have been bad for a period of at least three years.

4. Some of the causes of depression are overbuilding, especially in Gateshead, where over 2,000 houses are to let. With one or two exceptions, such as the infirmary and north-eastern extensions, large erections in Newcastle have been limited, and even in those extensions a different class of material enters other than bricks and stone, giving less employment to the bricklayer and mason.

5. The changes bringing about displacement of labour are, in fact, operating in all industries, but their effects are somewhat concealed for the present in the engineering and shipbuilding trades especially, through the prevailing fairly good employment.

6. The question of remedies is a rather wide question and in the hurry just at present I can scarcely enter upon them. Labour bureaux are not of much use here, however, and the amount of unemployment has not been so great as to furnish a test as to the results of the working of the Act.

APPENDIX No. LXIII.

STATEMENT OF EVIDENCE BY MR. A. L. RATHBONE AS TO THE UNEMPLOYED QUESTION IN LIVERPOOL—SCHEME FOR THE DECASUALIZATION OF DOCK LABOUR

1. Some time ago a Conference was called together at the instance of the Liverpool Distress Committee, to discuss some better methods of organizing labour along the docks so as to minimise as far as possible the casual nature of this work. The Conference consisted of representatives of the Distress Committee, shipowners, master stevedores and representatives of the men. As a result a Committee was appointed to have drawn up a report to be presented to the Conference, a copy of which you will find attached.* (See Appendix No. C., handed in by Mr. J. Sexton, p. .)

2. Under the present system it is a very difficult for a man when his usual employer happens to be slack to find out where he can obtain a chance of employment under another master.

3. The Committee recommended the provision of offices along the line of docks connected by telephone, where masters seeking men or men seeking work can

go and make their wants known to the clerk in charge, who will then telephone along the line giving information when work is to be had at such and such a dock or ship, and they also recommend that overtime should be restricted so as to share out the work among as large a number of men as possible.

4. The further consideration of clause number one was postponed to a further meeting of the Conference, which is to be called together with a view to discussing a scheme for the classification of workmen. The postponement of this was largely due to the action of the labour representatives, who seem to be afraid that the telephone at the stands might be used by the masters in case of labour disputes.

5. Owing to the nominally high rate of wages obtaining at the Liverpool docks as compared with the wages in many other parts, young and strong men are attracted to Liverpool under the impression that they can get regular employment at these wages. This leads to there being always a considerable surplus of unskilled labour in the city, and as a consequence a considerable proportion of those applying for work at the docks get only one, two or three days a week, the preference naturally being given to strong and able-bodied men, the older and weaker being crowded out to join the ranks of the unemployed.

* Mr. Rathbone subsequently informed the Commission that the scheme contained in the Committee's report was rejected at the final meeting of the Conference, the representatives of both employers and employed having felt that the scheme would be difficult to work owing to mutual lack of confidence. The only portion of the report that was accepted was No. 2 with regard to excessive overtime.

APPENDIX No. LXIII.—*Continued.*

6. It is extremely difficult to give any reliable estimate whatever of the number of these men, and I have heard it put as high as 15,000, but this from my own observation I consider to be a great exaggeration. It is I consider to be a very conservative estimate if one were to take 4,000 as the number of men who are unable to get work on any particular day; by this I do not mean to say that there are this number of men who cannot earn any sort of living—there is the man who may be unemployed to-day but might get a job the next day, and so long as his health keeps up and trade is fairly good he does not come within view of any charitable agencies in the city or of the Poor Law authorities; but the margin is so slight that any unforeseen accident such as shortage of any particular crop, or a few days' illness, or a short spell of severe weather, brings him at once on the verge of starvation; and more than that, owing to his insufficient income he is unable to purchase sufficient food and clothing for himself and his children, with the result that their health in turn suffers and they grow up weakly and unfit for hard work.

7. The difficulties in Liverpool are somewhat accentuated by the fact that on certain parts of the dock estate the Dock Labourers Union are supreme, and in other parts the union is not recognised. The non-union men would not be able to work in a union dock unless all the union men available had got employment, and even then it would be doubtful whether he would take the risk of going there, and in the non-union docks the same thing applies, but to a less extent.

8. I spoke before of the difficulty of getting any accurate estimate of the numbers out of employment. The only figures that are not mere guesswork, that is the Board of Trade statistics of the labour market, are to my mind not to be depended upon in any way, as in the unskilled department there are no unions to supply them, and the figures supplied by the Trades Union are, I am afraid from what I know, not to be relied upon.

9. There is another class of semi-skilled labour in Liverpool which is even more casual in its nature than that of the *bona-fide* dock labourer. I refer to the warehouse porter and other similar employments. In the case of a warehouse it is utterly impossible as a rule for the warehouseman himself to tell from day to day how many men he may require the following morning. He may

have a heavy stock of any particular class of goods in his warehouse, the owner of which may sell it, say late in the afternoon, the order is passed through and the carrier applies for delivery first thing in the morning. The warehouseman thus requires a considerable number of men; but for days on end, even although he has a heavy stock in his warehouse, he may not require more than one or two hands besides himself to attend to sampling orders and such small matters of that kind.

10. In order to give the Commission a better idea of the extreme fluctuation found in warehouse work, I forward you a copy of a chart * which my Company have kept for three years of the daily stock carried in our warehouse, the amount of stuff stored, the amount of stuff delivered and the number of men actually employed, and to enable this to be more easily understood I am appending to it a short explanatory note.

11. In conclusion of this memorandum I consider that it will be extremely difficult if not impossible to find any permanent remedy of the unemployed question on a local basis. The remedy must be a national one, as relief works of sufficient extent to be of really public usefulness and yet at the same time not in any way to compete with the ordinary labour market are to all practical purposes beyond the resources of the local authorities, even of those of a large city such as Liverpool.

12. The Local Distress Committee and other similar bodies may very usefully register cases, make inquiries about them, and under the supervision of the Central National Authority, deal with sudden and unlooked for causes of distress, such as total suspension of all building operations in their locality owing to weather conditions. But the provision of permanent relief works—where those who find themselves unable to obtain employment owing to causes beyond their control or through ignorance of any trade can be trained to habits of work and drafted into districts where their services will be of value, and those who willingly abstain from working and by so doing cause suffering to their families, could be dealt with in a drastic manner and made to find out by painful experience that if they will not work and look after their families things will be made extremely unpleasant for them—should be undertaken by the Government.

* Chart not reproduced.

APPENDIX No. LXIV.

STATEMENT OF EVIDENCE BY MR. EWART RICHARDSON, CLERK AND INVESTIGATOR TO THE MIDDLESBROUGH DISTRESS COMMITTEE.

1. I was appointed clerk to the Middlesbrough Distress Committee in January, 1906, and was reappointed for another year in November last. I have no knowledge of the questions upon which the Commission desire information beyond that which I have obtained in the execution of my duties in that capacity.

2. During the course of my appointment the committee have been continuously hampered for want of funds. They have received no assistance from the corporation, and appeals to the employers have not met with any notable response. They have been unable to offer applicants assistance with any certainty, and as a consequence the numbers have diminished rapidly and at no time have represented a fair proportion of the unemployed in the committee's area. The information, therefore, that I have at my service in preparing the required statement is somewhat meagre and must be taken as rather indicative of the actual conditions than an absolute criterion of the full extent of distress.

3. Since the opening of the committee's register in January, 1906, to the present date, exactly 300 applicants, all males, have availed themselves of it. Of these, 248 registered during the winter of 1906, the remaining fifty-two representing the applications received during the winter just past. For the two years in question the iron trade has been brisk, and the committee have not been called upon to deal with any exceptional degree of distress. But it is evident, even to the outsider, that these 300 applications are only a very small proportion of the whole number of unemployed in the town. Statements made by members of the board of guardians and other gentlemen with an intimate knowledge of the conditions of labour in the town point to an average of unemployed during the winter of 1,000 and of, perhaps, half that number in the summer months.

4. Of the applicants by far the greater proportion have been labourers. There has also been a fairly large proportion of joiners, and from time to time a number of

APPENDIX No. LXIV.—*Continued.*

applications have been received from bricklayers and others engaged in the building trades. However, at no time has the number of labourers on the books been nearly equalled by the sum of all the other applicants.

5. Unemployment seems to be existent in some degree all through the year. It is, of course, not so prevalent in the summer months, nor are its effects so severely felt. At no time in 1906 did the applications entirely cease. Mr. Wood, the Superintendent of the Newcastle Labour Bureau, has expressed the opinion to me that unemployment was not solely a question for winter, and the Local Government Board in Edinburgh issued a circular to that effect a short while ago.

6. But while there is always a certain amount of unemployment, its extent varies considerably with the condition of trade. Middlesbrough as a town is dependent wholly upon the iron and steel industries. As long as these are in a flourishing condition there is no likelihood of any great extent of distress, but in times of depression the distress is abnormally acute, as those thrown out of employment in these trades have nowhere else to turn for even temporary employment. There occur periodically these times of distress which generally prove of a very severe character.

7. Of the causes of unemployment it is difficult to speak with accuracy, as every case presents its own peculiar features; but I submit a rough classification of the cases that have from time to time been through the books.

	Per cent.
(i.) No specific cause attributable -	31
(ii.) Old age - - - - -	21
(iii.) Unemployment due to intemperance or other cause under the control of applicant - -	15
(iv.) Applicants in casual employment only - - - - -	14
(v.) Young men temporarily out of employment - - - - -	11
(vi.) Physically or mentally unfit - -	8
	100

8. Of the first class a very large proportion soon obtain work for themselves. But there are cases in which the luck seems to have turned against a man. He appears steady and respectable, and his employers give him the best of characters. And yet he seems unable to find employment, although trade is brisk and there seems no reason why he should not be able to do so. Of course these cases are few, but they do exist and are inexplicable.

9. Of the second class, there seem to be three causes at work to accentuate this evil. In the first place the private firm is fast giving way to the public company and in their case the desire to produce dividends for the shareholders is the first consideration. This often leads to older men being discharged, and militates seriously against their obtaining work again.

10. Secondly, employers are very chary of engaging elderly men because of the great risk they incur under the Compensation Acts. In iron and steel works the noise is great and the work dangerous, and a man, who is not quick to see and hear and whose muscles are not active, runs great risk of injury. This risk the employers are loth to take. It is probable that the Act of 1906 will increase this difficulty.

11. In the third place, there is the insistence of the trade union upon the trade rate being paid to every man, whatever his capacity. An old man is obviously not equal to a man in his prime, and also he entails, as explained in the last paragraph, a greater responsibility. The employer, regarding the question from a purely utilitarian point of view, refuses to pay the rate and the old man is thrown out of employment. The second-rate worker is also affected by the same cause. In good times he is tolerably sure of employment, but as soon as the hard times come he ceases to be worth the rate of wage fixed for the class of work he performs, and loses his place.

12. Of the third class I need not speak.

13. Of the fourth class, there is in Middlesbrough a considerable number. They are men who are engaged a shift at a time. They seek employment at the docks, on the river side or at the various works. Of the dock and wharf labourers there are many who have voluntarily adopted this as their means of livelihood. They are well paid for the work, and though it is neither certain nor regular they seem to be able to make a comfortable living out of it. But there are also a number of these casual labourers who during the winter earn very little, averaging in many cases under 10s. a week. These men, though not entirely without employment, have a claim to consideration in any future adjustment of this problem.

14. Of the fifth class, there are always a number of young men, just out of their time, who have not, as it were, "got into the swim." Their unemployment is purely temporary and in most cases they have parents to assist them. There are, unfortunately, a few cases in which these men have married on their prospects. But even then, the parents are nearly always ready to lend a hand to the young couple.

15. Of the last class it is difficult to treat. They are beyond the present Act and bear only a small proportion to the whole.

16. In connection also with the causes of unemployment, it may be mentioned that from time to time, particularly when the labour conditions in the town are promising, there is a great influx of men from other places. These men, or a proportion of them, obtain work and displace other men who come upon the books of the committee. This was noticeable last year when the Yorkshire Show was held in the town. There was then a considerable influx of strangers, many of whom obtained work in the various works and displaced Middlesbrough men. The Yorkshire Show engaged the majority of their labourers from us.

17. The remedy provided by the Unemployed Workmen Act, 1905, has as far as Middlesbrough is concerned, proved entirely inadequate. The causes that have militated against its efficiency are as follows: The necessity of the provision of some fund beyond the rate contribution to pay wages or institute relief work of any kind. The committee has never found that there has been sufficient distress in the town to justify an appeal for funds. To ensure any response at all to such an appeal, it is certain that an abnormal degree of distress must prevail. The regular calls upon the generosity of private donors and the heavy drain of the rates render them unwilling to subscribe voluntarily to a fund for which the need is not being continually impressed upon them.

18. In the second place the corporation has been unwilling or unable to assist the committee in their work; consequently the committee has not been able to inaugurate employment relief of any kind. In all centres in which employment relief has been provided the corporation has been the first mover and subsequently the committee has been enabled to apply for and obtain a grant from the Queen's Fund. The Middlesbrough Committee were of opinion that any such application on their part would be non-successful, an opinion that was justified by the result of their application for a share in the Government grant during the latter part of last year. It is submitted that a committee not, strictly speaking, a corporation committee, should be in a position to raise and ensure the possession of a fund adequate for the purposes of the duties it is called upon to fulfil.

19. Owing to the non-existence of a voluntary fund and also to the attitude of the corporation, the only method the committee can apply to relieve distress is to endeavour to find applicants employment from the local employers. It is obvious that there are many reasons against there being a likelihood of the employers availing themselves to any great extent of the services of the committee. In the first place, the labour the committee can offer is necessarily not of the very best quality. Moreover, the foreman to whom the engagement of men is entrusted, can always procure sufficient labourers at the works gate, a system that is more convenient to him and also has the additional advantage of his being able personally to inspect each man as he engages him. It is submitted that the committee, as at present constituted, will never be

APPENDIX No. LXIV.—*Continued.*

able to cope with the question of unemployment on these lines to any great extent.

20. It is quite evident that the distress committee with its present limited powers is not likely to prove any adequate remedy of distress. Practically, only in times of extraordinary distress, when probably relief committees would have been formed even though the Act had not been passed, is it likely that an appeal for funds will prove successful enough to admit of any adequate relief being offered. And yet it is evident also that at all times enough unemployment exists to justify the continuance

of bodies of this character. If it were possible to provide funds whereout wages might be paid, it would be easy to make the distress committees exceptionally useful bodies. But the provision of men to local employers can only be a secondary function and it is necessary to provide the men, while waiting, with work in order that they should continue to make use of the register.

21. It is also submitted that the committee can do useful work in emigrating suitable applicants. The Middlesbrough Committee are making an experiment in this direction which it is hoped will justify itself.

APPENDIX No. LXV.

STATEMENT OF EVIDENCE GIVEN BY MR. J. WIGHAM RICHARDSON, VICE-CHAIRMAN OF SWAN, HUNTER AND WIGHAM RICHARDSON, LIMITED:

1. I was brought up and have lived in what may be called ultra philanthropic circles, and have been connected with engineering and shipbuilding since 1853, *i.e.*, for fifty-four years, and I am now vice-chairman of the firm which has launched in tonnage and value more steamers than any other firm in the United Kingdom. I have served on the local board of Waller and on the County Council of Northumberland, and I was for three years Chairman of the Longbenton School Board and as a Magistrate for Northumberland am Chairman of the Licensing Bench of the West Castle Board and on the Committee for visiting the prisons.

UNEMPLOYMENT.

2. *Extent of Unemployment.*—There are two classes of unemployed, viz. :—

A. The loafers. These are chronically out of work, but most of them find work in booming times.

B. The steady workmen. Many of these are thrown out of work in periods of depression.

3. *Causes of unemployment : Class A. Loafers.*—The principal cause of the existence of loafers is public (and also private) so-called *charity*. Did not Cobden say that you could have just as many paupers as you choosed to pay for ?

Class B. : Steady Workmen.—The main cause of steady workmen being out of work are the fluctuations in trade. A minor cause is ill-health.

4. *Effects of Unemployment : Class A. : Loafers.*—The effect is altogether bad and deplorable and the evil begets further evils.

Class B. : Steady Workmen.—The effect on this class is also very sad, for in many cases it encourages idle habits, and in others where a man sees his earnings all consumed he is disposed to cease to be thrifty.

5. *Remedies for Unemployment, Class A. : Loafers.*—If the relieving officers had powers to rout out all loafers and impress them (*pro tem.* at least) into the Army or Navy and to subject them to discipline in exchange for assist-

ance to their families, it would, I think, be a good step in the right direction. What is called "Out-door relief" only (in the long run) intensifies the ill.

Class B. : Steady Workmen.—In times of depression workmen, whether non-unionist or members of trades unions cannot bring themselves to accept the real market price or value of their labour. If in times of depression and distress the workmen, in lieu of allowing subscriptions to be raised for free breakfasts and so forth, would agree for a time to work at reduced wages it would stimulate production. That is to say they would get employment and by producing wealth they would increase the wage fund. This, however, is what they very rarely can grasp. When short time is being worked they think that the capitalist (*sic*) ought not to think of reducing wages at all. I am well aware, of course, that in conferences between employers and the trade unions leaders it is recognised that brisk employment is a justification for a rise of wages, and *vice versa*, but this only goes a little way.

Generally—The incidence of foreign tariffs and the varying output of gold have an undoubted effect, but I take it that the Commission will not wish me to enter on questions where so much difference of opinion and so much party feeling exists.

6. I have always understood that the Report of the Commission which seventy or eighty years ago was sent over by the French Government to enquire into the (old) English Poor Laws remains still a mine of facts and of wise comments. For the impressment of unemployed men *vide* Fortescue's "History of the British Army," Vol. II., p. 572.

7. In 1852 I paid a lengthened visit to Ireland and was shocked at the quantity of beggars. In 1857 I spent six weeks in Switzerland, and the beggars there, at that time, were even worse than in Ireland, which is saying a very great deal! Since that time the authorities in Switzerland have practically abolished begging, tramping, and even pauperism. We engineers say that a good copy is better than a bad invention. Can we not try to copy the Swiss ?

APPENDIX No. LXVI.

STATEMENT OF EVIDENCE BY MR. W. G. ROBERTS, MAYOR OF MIDDLESBROUGH.

1. I have been Vice-Chairman of the Distress Committee of this town from the first meeting, and was elected Chairman upon the death of Colonel Bell, who was the first chairman. I am an architect and surveyor, and, with the exception of four years spent in London before I commenced practising here, I have lived in Middlesbrough. This is my twelfth year as a member of the Middlesbrough Town Council, and for twenty-two years I have been in close touch with the building trades.

2. The clerk to our committee, Mr. Ewart Richardson, submitted to me his draft reply to a similar communication before forwarding it to you. This reply seemed to me to fully cover all the points raised, and, I think, leaves little for me to add.

3. The principal industries of this town and district are those closely connected with the iron and steel trades. These give employment to many thousands of men, and, consequently, when these particular trades are slack or in a bad condition there is very much unemployment and great suffering caused. This, of course, soon affects other trades, so that gradually the district soon becomes very trying and difficult to deal with. These "spells" of bad trade have been fairly periodical and have usually been of a very severe character.

4. I regret to say there is not the amount of care and thrift practised by a large number of the men during good times that one would like to see; at the same time there are many that do give some thought to their future and provide to the best of their ability, accordingly.

5. As to the Unemployed Workmen's Act itself, I consider it of very little use, if not even worse than that. It raised hopes among many men that work was going to be provided for them as soon as they liked to apply; and the real powers of the Act are so small as to be little better than useless. In this town we have conscientiously tried our utmost to derive some good out of it for the benefit of *bona fide* working men, but have been able to do very little indeed for them. Gradually the men got tired of waiting and applying for work and allowed their names to be struck off the list, recognising what was (and is) a fact—that we could do next to nothing for them. The Act either went too far by being introduced at all, or not far enough, the former being my own opinion. Speaking generally, it is absolutely ridiculous to think that voluntary

funds will be subscribed, when certain sums may be taken out of the rates in connection with the same objects. We have had the proper machinery in motion since the Act was put into force, but have had no funds whatever to work with so far as paying for work done, whether necessary and of a good and useful character or simply in the form of relief work. As I have said before, we tried to carry out the Act, but because we could not show a condition of affairs that was nearly impossible, we failed utterly in obtaining any portion of the grant made by Parliament, to the utter disgust of many of our members.

6. If there is any difficulty, nationally, in obtaining funds to supply distress committees with the proper work to be carried out, then let the drink question be tackled in a thorough manner and not "pottered on" with, as it has been up to now. No Government seems equal to the task of dealing with the question from the root, but only touch the fringe of it. Deal with this drastically (as it should have been many years ago) and there would be no lack of funds; half the asylums, prisons, workhouses, etc., could then be used for homes of rest in old age or pulled down and the land sold or used for other and better and more useful purposes.

7. I have always held strong views on the drink question, but since my election in November last to the position of chief magistrate, and seeing the results of drink as brought before me, I have not the least hesitation in saying that drink is directly responsible for more evil, crime and unhappiness generally, than nearly all the other causes put together. I put this in the forefront of *all* the suggested remedies, no matter of what kind they may be, not only because I believe in temperance principles, but because I am convinced it is *the* question before all others that requires dealing with in a real serious manner.

8. I may say our local rates amount to 9s. 4d. in the £, about 1s. 7d. of which is for education. It is manifestly unfair, and in fact nearly impossible for us to do more locally, but especially is this the case when Parliament has a subject it could deal with that could be made to put an entirely different aspect on the face of our country, and that would result in a great saving of both local and Imperial rates and taxes and an increased amount of happiness and prosperity.

APPENDIX No. LXVII.

STATEMENT OF EVIDENCE BY MR. I. J. ROBINSON, OF THE CHARITY ORGANISATION SOCIETY, WEST HARTLEPOOL.

1. The unemployed men of this town are chiefly dock labourers. Since March 15th, 1906, to date, the society has relieved, by the issue of grocery coupons, 1,460 families. At the present time there are sixty-eight families receiving weekly relief. The class of men chiefly relieved are dock labourers and shipyard labourers, but a greater number of the former. The unemployment is periodic.

2. The chief cause of the distress is the slackness of work during the winter months on the docks. Ships laden with timber cease to arrive from about November until March, and consequently the labourers are then thrown out of work.

3. The families are usually found in a distressed condition, and have simply to depend upon this society or the Guardians, for help. The society works hand in hand

with the Poor Law authorities, and prevents overlapping.

4. The "Unemployed Workmen's Act" is of no use locally, and the town council is not willing to put it into operation.

5. The classes of men usually out of work are crane-men, sailors, stokers, general labourers, dock labourers, shipyard labourers, ironworks labourers, moulders, boiler-smiths, blacksmiths, drillers, fitters, rivetters, joiners, carpenters, bricklayers, painters. Of these classes of men fully 70 per cent. are usually dock labourers.

6. The witness wrote in February, 1903, as follows:— I may say that we have now between 600 to 700 families on our books who are receiving relief each week, so matters are considerably worse now than what they were at the time our return was submitted.

APPENDIX No. LXVIII.

**STATEMENT OF EVIDENCE BY MR. CHAS. ROUSE, J.P., ADMINISTRATIVE OFFICER TO
THE LIVERPOOL DISTRESS COMMITTEE, AND LABOUR CORRESPONDENT TO
BOARD OF TRADE.**

1. Decline of Employment in Liverpool.

1. Employment has fallen off very much during the last twenty years in the Liverpool district, all classes of labour appears to have become much more casual than it formerly was.

2. Several works and shipyards have closed, whereas no fresh openings for labour have been opened up. I had better give a few instances of the total loss of a large amount of labour. Two large forges closed many years ago. The Garston Forge and The Mersey Forge in Liverpool, both of these were very extensive and employed some hundreds of men. Several large shipyards that did a large amount of shipbuilding have disappeared, these yards probably employed 10,000 men in the early seventies. Following on these, some old engineering firms have given up, viz., that of Messrs. Jacks, and Messrs. John Jones. An old firm who formerly did a very large export trade now do very little in that line. Some firms have left Liverpool, and opened works in other districts.

3. Liverpool has also lost a very large amount of the timber trade that was carried on in the port and the loss of this caused the closing of some very large saw mills and many firms of timber merchants have disappeared.

4. The repairing of ships has fallen off to a very large extent and few large jobs are done in Liverpool. One company has most of its work done in Belfast and another has large jobs done on the Clyde.

5. It is alleged that contractors cannot get accommodation upon the Liverpool Docks to carry out big jobs. Liverpool has also been affected by the closing of yards and works on the Cheshire side of the river, both shipbuilding and engineering.

6. Some sugar works have also been closed in Liverpool.

2. The Influence of Improved Methods and Appliances upon the Employment in Liverpool.

7. The transport trade of Liverpool keeps on increasing, but the improved methods of handling cargo both on the ship and the quay and in sheds reduces the amount of labour to a considerable extent, and the amount of material which can be discharged and put into the vessels with the many winches and cranes enable the largest vessel to unload, reload and sail again within six days and in many cases in less time.

8. Cargoes of coal are now loaded by the waggon being discharged direct down the hatch and in the case of filling the bunkers the old hand basket method is much improved upon.

9. In the case of grain cargoes, the trunk elevator and endless belt method of discharge almost does away with hand labour, and in some cases the grain is placed direct into the silos without being handled, and thus avoiding bagging and cartage to a great extent.

10. On the other hand the supply of men going to follow that class of labour does not show any diminution. Men who drop out of their trade and unskilled men from other districts appear to still augment the number seeking dock labour.

11. The milling industry has grown very much in the Liverpool District but the improved machinery has prevented any great increase in the number of men employed, and owing to the small amount of machinery being made in Liverpool, other districts have the benefit of the large plants which have been installed, even the fitting up in the mills has been done by men who follow the milling engineers around the country.

12. New building methods has also affected employment in Liverpool. Iron work is now used to a much larger extent than formerly in construction, even to the displacing of brickwork for the outside in some cases. Roofs and floors are constructed of iron, scarcely any of the ironwork is prepared in the district, therefore the new methods do not appear to benefit the men in Liverpool.

3. The Overcrowding of Labour in Liverpool.

13. The reputation of Liverpool as a port appears to attract men from the unemployed of all quarters. Liverpool is so easy of access that men just out of their time in the villages of Scotland, Ireland and Wales who cannot obtain work in their own districts come straight to Liverpool, often to find the methods of work so different that it almost amounts to serving their time over again, many of them fail to succeed at their own trade and join the large army of labourers. Many of them are influenced by the alleged good wages in Liverpool.

14. If a man has fairly good work the wages are fair, but with the broken terms of employment the average of wages is much reduced so that really the wages earned per week are not high.

15. If the men in other districts knew the conditions of labour here there would not be such a rush. Yet one can quite understand a man, who, if he stops in his own town and knows he will never draw over 24s. per week, thinks it much better to draw say 39s. per week in Liverpool, and being used to seeing men kept on regular in his own town, does not dream of employers starting men for a day or even less.

16. So many men are misled that it almost becomes the duty of the Government to publish the state of trade and the average rate earned in certain districts in a manner that would be understood. Perhaps some improvement upon the methods now used by the Emigration Department *re* the Colonies would serve the purpose.

17. The mistaken kindness of a manager or foreman in many cases is no doubt responsible for many men being imported from the district from which he hails. These men may suit him but do not always suit those who have the direct control over them. Thus it often happens that after removing a family to Liverpool the employment ends very soon and the family is added to the already overcrowded market. I have known this importation to be carried on to such an extent that I have had the employer ask me how it was he had so many of a certain class of men in his employ.

4. The Effect of the Workmen's Compensation Act upon the Labour Market.

18. The attitude of some insurance companies is alleged by many employers as the reason why men turned forty years of age are not employed if it can be avoided. I have been told in cases where elderly men have been discharged that an objection had been made to the number of elderly men employed. The employment in many cases would appear to have been made casual to bring the average earnings down so as to reduce the liability of the insurance companies.

19. I have known cases where men who have worked a length of time for a firm and when the man has met with an accident, a recent stop in his employment has reduced his average to a considerable extent.

20. The tendency in almost every employment appears to be to break the employment for a period. Men who have had a slight accident and have been compensated

APPENDIX No. LXVIII.—*Continued.*

often allege that some influence appears to prevent them from starting in their former employment and in cases where they have been restored to induce them to take a small amount with a verbal promise of constant work. Some excuse is soon found to clear them out and that firm is closed to them. It would appear that companies have a certain influence which make a employer use every effort to reduce risk at the expense of the man.

21. Men who have lost fingers by woodworking machinery are compelled to use every effort to conceal the fact

to retain their work, and men who have lost one eye and have received small compensation with a promise of regular work can almost consider their career closed as a skilled worker.

22. I have been told by employers that although the elder men were more reliable at the job, there was an objection to them, and foremen have bemoaned the fact that they had to start youths who could not be trusted like the older men to carry out a job without constant overlooking.

APPENDIX No. LXIX.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. E. J. RUDD, GENERAL SECRETARY OF THE UNITED FRENCH POLISHERS, LONDON SOCIETY.

Extent.

1. The following table gives the state of trade in year 1906:—

—	Membership.	Unemployed
January - - - -	954	150
February - - - -	957	216
March - - - -	958	66
April - - - -	954	59
May - - - -	958	88
June - - - -	963	157
July - - - -	956	182
August - - - -	944	127
September - - - -	941	103
October - - - -	920	87
November - - - -	906	132
December - - - -	896	264

2. With the men advanced in years unemployment is chronic in extent; with the younger men periodic.

Causes.

3. One of the chief causes of distress is largely due to the fact that men do not belong to a trade union, which provides for them in times of unemployment. They consequently become a burden to the ratepayers.

Effects.

4. Men become demoralised and sink to the level of that class of men who are unemployable.

Remedies.

5. There should be legal enactment of eight hour day.

6. French polishers receive from the union, when unemployed, 15s. per week for thirteen weeks.

7. The policy of emigration, which robs a nation of its chief asset, viz., the workers, and allows at the same time the importation of other countries scum, is to be strongly condemned.

APPENDIX No. LXX.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT AMONGST BOYS AND YOUTHS, PROPOSED TO BE GIVEN BY MR. CHARLES E. B. RUSSELL, HON. SECRETARY HEYROD STREET LADS' CLUB, ANCOATS, MANCHESTER.

By boys are meant males under sixteen years of age, and youths, those between sixteen and twenty.

1. Boys in the Manchester district largely leave school at thirteen years of age.

2. Boys under fourteen cannot find work in the engineering shops, etc., but are readily taken on by the railway companies as "nippers" or cart boys, and as errand boys in the various warehouses, etc.

3. Boys fourteen years of age largely go into the foundries, factories, and machine shops in the district, comparatively few being apprenticed to any trade.

4. The demand for the labour of boys and youths is very great, and, as a matter of fact, it is probable that cheap youthful labour is in many cases replacing adult male labour.

5. Unemployment does not really exist for the boy who wants work, and hardly for youths who are willing to work hard and regularly.

6. Such unemployment as there is exists amongst the class of lads who haunt the railway stations and main streets of the City, catering for odd jobs, selling newspapers, peddling small wares, etc., and generally doing

all they can to exist with the greatest amount of ease at a minimum expenditure of labour.

7. Lads of this description are either the sons of vicious and dissolute parents who care not what becomes of their offspring or have been turned from home owing to their idle habits, or have lost their parents, and if they are over sixteen have been unable to find any institution which would help them, or lastly are boys and youths who have been discharged from industrial schools and reformatories, and been sent home to evil surroundings, amidst which they have lost all they had gained in the schools, and taken up a loafing life as that which appeals to them most.

8. The remedies lie in the direction of putting into force the recommendation of the Royal Commission on Physical Training, Scotland, 1903, i.e., the setting up of Senior Truant Schools, the extension of the age of admission to and discharge from reformatories, the abolition of very short sentences for venial offences and petty felony when committed by youths, and the substitution of long terms of imprisonment in special prisons under the Borstal system, or further by some application of the probation system as applied in the United States, Germany, Hungary, etc.

APPENDIX No. LXXI.

STATEMENT OF EVIDENCE BY MR. HIGSON SIMPSON, TOWN CLERK OF WEST HARTLEPOOL.

1. As town clerk I have attended meetings of the Distress Committee and have ascertained the facts now submitted from official sources.

2. The number of men out of work has of late been considerably reduced. The number at the present time is 626, made up as follows:—

Shipbuilding and engineering	-	-	-	237
Building trades	-	-	-	189
Dock labourers	-	-	-	200
Total	-	-	-	626

3. During the past three years there has been a considerable falling off of work in the shipbuilding and allied trades, owing to fewer orders for new boats, especially during the winter months. The introduction of labour-saving machinery into the shipyards and other works has caused a further reduction in the number of men employed. A large number of dock labourers are thrown out of work during the winter months owing to the Baltic being closed. The building trade has for the past three years been almost at a standstill, and is not likely to improve for some time to come.

4. The distress has been considerable. Many householders have had to give up their houses, dispose of their furniture, and reside in one room or live with other people. Many children have been underfed and ill-clad during the winter.

5. Under the Unemployed Workmen's Act, 1905, the numerous and unnecessarily irritating questions to be answered must prevent the most deserving cases registering.

6. Government funds should be provided and a department established to whom applications for assistance should be made.

7. Previous grants of the Government have failed to be of benefit, generally owing to the conditions imposed, as in most cases it is quite impossible for the local authority to undertake suitable public works.

8. By the provision of Government funds local charitable organisations for dealing with cases of distress, always more or less prevalent, would not be likely to be prejudicially affected as they must be if relief can be obtained through the local rates, and it is very undesirable to add to the burden of the present rates.

APPENDIX No. LXXII.

STATEMENT OF EVIDENCE ON UNEMPLOYMENT BY MR. THOMAS SHAW, J.P., VICE-CHAIRMAN OF THE SHEFFIELD DISTRESS COMMITTEE.

1. During the years 1903, 1904, and 1905, there was a great scarcity of employment of every description in the city of Sheffield, engineers, iron founders and kindred trades had great numbers of men for whom no employment could be found.

2. The same remarks may be applied to the building trade, printing and kindred trades, also to all the old Sheffield industries.

3. In the engineering and kindred trades, also in the printing trade, much overtime is worked at times when there are many men unemployed.

4. The number of unemployed unskilled labourers during 1905 and 1906 was very great. The number registered at the Town Hall from October, 1905, to March 29th, 1906, was 2,343.

5. I think it can be very clearly shown that the improvements in machinery and their substitution for hand labour has much to do with the large number of men who

are to be found unemployed. It reduces and in some cases destroys the market value of the special skilled workmen and enables the owner of the machine to acquire wealth very rapidly. At the same time the number of men employed on the land is year by year becoming smaller.

6. Its effects on all who depend on employment for a living is that the old men who belong to a trade union are supported by those who are in work and those who do not belong to a trade union in very many cases have to go to the workhouse.

7. The Unemployed Workmen's Act will do very little to in any way solve the problem of the unemployed.

8. A shorter working day with less overtime, more employment on the land by the way of a large scheme of afforestation and the establishment of small holdings as a means of increased agricultural employment, and an old age pension will do much to solve this question.

APPENDIX No. LXXIII.

STATEMENT OF EVIDENCE BY THE REV. OSCAR T. SNELLING, OF SWANSEA.

1. I am the minister of a congregation using the Albert Hall on Sundays and the Gospel Mission Hall on week days. The congregations are principally of the working classes with some tradesmen and their families. It is an effort to reach the masses and has been very successful in doing so. We call ourselves "Christians" (Undenominational). A large amount of work is done in visitation and rescue efforts for the degraded and fallen.

2. I have been closely connected with work for prisoners. For some years I was a guardian of the poor, and I am now the Chairman of the Charity Organisation Society of the town. I am on the committees of several of the charities of Swansea and vice-chairman of the Distress Committee appointed under the Act for dealing with the unemployed.

3. I have resided in Swansea for forty-two years and have taken some part in nearly all philanthropic work.

Unemployment.

4. *Its Extent.*—This past winter of 1906-7 has not been anything like so bad as in previous years, the new Dock providing work for many.

5. *Its Causes.*—Depression of trade.

6. *Its Effects.*—The usual poverty of the labouring class.

7. *Its Remedies.*—I know of none special to this district. The provision of work by the public bodies has relieved the acute distress.

8. I am prepared with some statistics of the Distress Committee. From November 9th, 1905, to May 19th, 1906, 703 men registered at the Distress Committee's bureau. Up to now (1906-7) only 169 have registered.

9. The Distress Committee has met only once this winter and Swansea has not received any grant this year from the Unemployed Fund.

10. I could give a few figures as to ages of applicants and the different trades. (*Figures subsequently sent. See Appendix No. LXXIII. (A. to D.)*)

11. The chief difficulty felt by the Distress Committee was that the amount of employment given to each man was inadequate.

The Corporation co-operated with the Distress Committee and put work in hand that otherwise would have been deferred for some time.

12. *Charities and Voluntary Effort.*—There are the usual private and semi-private charities in connection with the different religious organisations, but there are no almshouses (except three cottages where a few elderly women have one room each). These are privately owned.

13. The great boon to the aged that I should like to see would be comfortable almshouses provided by private donors, and the inmates cared for out of the rates, sufficient being given to make them comfortable; no pauper dress to be worn, and aged and deserving persons given the rooms, the only control exercised being to see that they come to no harm.

14. *Poor Law Methods*.—These are far too stringent on the one hand and too lax on the other.

15. I believe in "the house test" for the drunken and the worthless, but adequate relief to those who have, through no fault of their own, fallen upon evil days; an outdoor pauper detected in getting drunk should be ordered into the house. I have seen this have a good effect at the time when I was a guardian. My experience of relieving officers is that they often are far better qualified to advise the board than any guardian, and they know more of the applicants, therefore guardians should more readily accept their suggestions.

16. *The Co-operation between Poor Law and voluntary charity is not easily attained.* There is a natural sense of not wishing to be interfered with on the part of guardians and the board's help to a pauper checks other benevolence.

17. *The Effect upon Recipients* of Poor Law relief is injurious; first, because many get to look upon it as a sort of right after they are sixty years old; secondly, their children and children's children come upon the rates, as I have seen in my long residence here.

18. The relief given is not sufficient to keep the persons receiving it from begging or appealing to charitable people or charitable funds.

19. The real problem is how to assist the needy without lowering their sense of self-dependence.

APPENDIX No. LXXIII. (A).

Handed in by the Rev. Oscar T. Snelling, Swansea.

SWANSEA DISTRESS COMMITTEE.

*Analysis of Ages of Applicants who registered at the Distress Committee's Bureau from 9th November, 1905,
to 19th May, 1906.*

Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.
16	2	24	23	31	14	39	16	46	7	54	14	61	3	69	3
17	3	25	14	32	14	40	25	47	14	55	9	62	4	70	3
18	12	26	25	33	20	41	5	48	14	56	11	63	3	71	—
19	22	27	15	34	16	42	23	49	15	57	5	64	6	72	1
20	23	28	26	35	16	43	8	50	20	58	15	65	4	73	—
21	28	29	15	36	13	44	12	51	4	59	6	66	—	74	—
22	23	30	28	37	12	45	22	52	8	60	18	67	2	75	1
23	15			38	13			53	5			68	5	Total	703

APPENDIX No. LXXIII. (B.)

Handed in by the Rev. Oscar T. Snelling, Swansea.

SWANSEA DISTRESS COMMITTEE.

Analysis of Ages of Applicants who registered at the Distress Committee's Bureau from 8th November, 1906, to 27th February, 1907.

Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.	Ages.	No.
17	1	24	6	31	6	37	2	44	4	50	6	56	1	65	2
18	4	25	9	32	7	38	8	45	8	51	2	58	3	61	1
19	3	26	8	33	5	39	6	46	3	52	1	59	1	67	2
20	4	27	3	34	2	40	6	47	1	53	1	60	3	68	1
21	3	28	5	35	4	42	4	48	2	54	2	61	2	70	1
22	2	29	2	36	4	43	3	49	2	55	1	64	1		
23	9	30	2											Total	169

APPENDIX No. LXXIII. (C).

Handed in by the Rev. Oscar T. Snelling, Swansea.

SWANSEA DISTRESS COMMITTEE.

Analysis of occupations of applicants who registered at the Distress Committee's Bureau from 9th November, 1905, to 19th May, 1906.

Masons - - - 58	Fitter - - - 1	Firemen - - - 5	Pawnbrokers' Asst. 1
Carpenters - - - 4	Boilermaker - - 1	Sailmakers - - - 6	Tram Car Washer 1
Joiners - - - 9	Confectioners - - 1	Colliers - - - 5	Clerks - - - 2
Painters - - - 26	Tinplate Workers - 6	Hauliers - - - 14	Charwomen - - - 2
Plasterer - - - 1	Spelter Workers - 2	Porters - - - 5	Labourers—Masons' 8
Blacksmith - - - 1	Copper Smelters - 1	Gardeners - - - 5	Carpenters' - 1
Tinsmith - - - 1	Steel Workers - 3	Coachmen - - - 4	Blacksmiths' - 1
Engine Drivers - - 4	Roll Turners - - 3	Hawkers - - - 3	Fitters' - - - 2
Cabinet Maker - - 1	Fuel Workers- - 5	Reserve Man - - 1	Boilermakers' - 2
French Polisher - - 1	Furnacemen - - 3	Drainer - - - 1	Bricklayers'- - 1
Shoemaker - - - 1	Stokers - - - 4	Watchmen - - - 3	Dock - - - 25
Saddler - - - 1	Engine Cleaner - 1	Platclayer - - - 1	Farm - - - 3
Ship's Carpenter - 1	Seamen - - - 6	Telephone Wireman 1	General - - - 445
Tailor - - - 1	Riggers - - - 7	Lath Splitter - 1	Total - 703

APPENDIX No. LXXIII. (D).

Handed in by the Rev. Oscar T. Snelling, Swansea.

SWANSEA DISTRESS COMMITTEE.

Analysis of occupations of applicants who registered at the Distress Committee's Bureau, from 8th November, 1906, to 27th February, 1907.

Painters - - - 15	Hauliers - - - 2	Rigger - - - 1	Labourers :
Printer - - - 1	Coach Painter - 1	Firemen - - - 2	Masons' - - - 20
Speltermen - - - 1	Clerks - - - 3	Horse Drivers - 2	General - - - 73
Furnaceman - - - 1	Joiners - - - 9	Masons - - - 6	Dock - - - 28
Striker - - - 1	Machinist - - - 1	Engine Driver - 1	Farm - - - 1
			TOTAL ... 169

APPENDIX No. LXXIV.

STATEMENT OF EVIDENCE BY SIR CHARLES SNELTON, CHAIRMAN OF THE DISTRESS COMMITTEE, SHEFFIELD.

1. *Extent of Unemployment.*

Official report forwarded to you by the city surveyor with which I concur.

2. *Its Causes.*

South African and Russo-Japanese Wars accentuated by the improvidence of all classes—added to by the gambling and drinking habits of the people together with the devotion of so much time and money to unproductive sports.

3. *Its Effects.*

Loss of self-respect, no provision for to-morrow amongst workmen and small tradesmen; the latter of whom seem as a class to be dying out.

The limited liability principle seems to lead to the spending of to-day's income.

4. *Its Remedies.*

Greater self-restraint in spending.

More attention to work or business when it is to be had.

Less incitement by the Press to go pleasuring week-ends, etc., and generally more self-restraint on the part of those who can spend that they may have the means wherewith to employ labour, and that the poorer people may be kept from imitating bad examples.

APPENDIX No. LXXV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. WILLIAM STUBBS, BOROUGH AND WATER ENGINEER, BLACKBURN.

Extent.

1. During the winters of 1902-3 and 1903-4 there was considerable distress due to unemployment in Blackburn owing to the slackness of the cotton trade. This being the staple industry of the town, and that on which all others depend, the unemployment was not confined to the trade itself, but extended to nearly all others, especially the building and allied trades. The distress was more severe in the second winter, as the mills had then been on short time the greater part of twelve months, and the effect was cumulative. On the revival of the cotton trade in the summer of 1904 the distress gradually disappeared.

2. The persons affected were, firstly, cotton operatives; and, secondly, outdoor labourers of all classes. I could not state the numbers, as no record was kept. In addition to this special period of distress there is always some amount of distress every winter. Persons affected are cotton operatives and, mostly, labourers of a poor class.

3. It is, of course, those who are least efficient who are thrown out of employment in this way. This distress lasts for about three months each winter. It has, of course, been much less than usual during the last three years owing to the prosperous condition of the cotton trade.

Cause.

4. The cause of the special distress above referred to was, as stated, the slackness of the cotton trade, which was due to economic causes peculiar to that trade, and was very exceptional in extent. Cotton operatives are unsuited for outdoor labour by their training and the employment which they habitually follow, and when thrown out of work are not able to take up any other work. The periodic distress which occurs in the winter is due to the usual seasonal cause; that is, the unsuitability of the time of year for the carrying on of outdoor trades.

Effects.

5. Distress, of course, brings with it want of food, fire, and general lowering of the standard of living, and from this follows physical deterioration of the workman. Added to this is the fact that those who are thrown out of employment are naturally the least energetic and hard-working. The consequence is that the unemployed workman is generally less able and willing to work than the average. The period of enforced idleness which he goes through brings about deterioration in two respects; firstly, he worsens physically from the cause above mentioned; and, secondly, he worsens morally through getting into habits of slackness. The general result is

that he is by no means so good a man at the end of the period of unemployment as at the beginning.

Remedies.

6. No special work for the unemployed has been found by the municipality during my term of office. On the other hand, the corporation have done a good deal of their work during the winter, and in this way have helped the trades to keep going. In the year 1903 the corporation took in hand an extension to their sewage works (about five miles from town), the estimated cost of which was £32,000.

7. In view of the unemployment in the borough it was decided to carry out this work by direct employment, and to give a preference to Blackburn men. Subsequently arrangements were made to convey the men to and from the work in motor waggons, which were purchased for the purpose of conveying materials to the site. The charge of the works was placed in my hands. My instructions were that the men to be engaged were to be fit for their work, and that I was to have the usual power of discharging any men whose conduct or work was not satisfactory. In short, the engagement of the men was on the same terms as if the work was being carried out by contract. The standard rate of wages was paid. The result has been quite satisfactory; the work has been well done and at a reasonable cost. Of course, there have been a large number of changes among the workmen, some being discharged and others leaving of their own accord, but the number has not been greater than might have been expected in any contract of this magnitude. The work is still proceeding, and the number of men employed upon it is now about 100.

8. A distress committee was formed in Blackburn under the Unemployed Workmen Act, 1905, but the Act did not pass until after the special period of distress to which I have alluded had come to an end, and there was no real need for exceptional measures at the time the committee was formed. The committee received applications from a number of unemployed workmen during the winter, and at their request the corporation found work for some of these men, first in laying a sewer, and second in levelling a playground in one of the parks. The arrangement made was that the distress committee should pay the wages of the men employed, and that the corporation should pay the committee for the work according to its value as measured up by me. The result showed that the labour cost the committee 75 per cent. more than its value. It was necessary to employ along with the men provided by the distress committee some efficient labour to carry out the timbering, pipe-laying,

APPENDIX No. LXXV.—Continued.

etc., which could not be entrusted to inexperienced hands. It was found that the good workmen deteriorated while employed alongside the others, and instead of his raising the standard of the unemployed to his own level the reverse was the case, and my inspectors and foremen have had considerable trouble in bringing back to their former efficiency the men who have worked alongside

the unemployed. During the winter of 1904-5 the corporation opened a labour bureau, and a register was also opened by the distress committee on its formation; neither of these, however, has been at all successful as a means of finding employment. This is no doubt largely due to the fact that the cotton trade has its own organisation for this purpose.

APPENDIX No. LXXVI.

STATEMENT OF EVIDENCE BY ALDERMAN WILLIAM SUTTON, CHAIRMAN OF ESTATE AND PROPERTY COMMITTEE OF THE NEWCASTLE-ON-TYNE CORPORATION.

- 1. Not being a member of the Distress Committee I have no information as to the numbers out of work, but as to the class of men unemployed I believe them to be all of the labouring class.
- 2. I am of opinion that unemployment, so far as Newcastle is concerned, is principally periodic only.
- 3. Unemployment is a result of depression of trade in one or other of the industries of the locality. At present the building trade is in a very depressed condition, and a good many builders' labourers are out of work on that account.
- 4. In my opinion the Workmen's Compensation Act

has made employers more particular as to the class of men employed. Defective vision or hearing has to some extent placed men on the labour market who would otherwise have been employed.

5. In Newcastle a good deal of work has been provided by the Estate and Property Committee of the corporation, tending to the improvement of the corporate estates, and not anticipating by any great length of time work which would in any event be required on those estates. Our estimate as to the result is that it cost the corporation 40 per cent. more than if the work was done under contract.

APPENDIX No. LXXVII.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY MR. C. WILLIAM TAGG, TOWN CLERK, CAMBERWELL.

- Extent.*

1. The following is a statement of the number of persons actually registered by the Camberwell Distress
- Committee, and the unemployed committee of the borough council prior to the passing of the Unemployed Workmen Act :—

1903-4.

Class	Registered.	Recommended for Work.	Not recommended for Work.
ARTIZANS :—			
Carpenters, joiners, bricklayers, and masons - - -	38	20	18
Plasterers, painters, and paperhangers - - -	110	68	42
Plumbers, gas-fitters, and brass-finishers - - -	22	15	7
Construction of railways, roads, &c. - - -	8	6	2
Conveyance of men, goods, and messages - - -	199	100	99
Skins, leather, hair, feathers, &c. - - -	26	21	5
Wood, furniture, decorating, gilding, &c. - - -	23	13	10
Paper, printing, books, stationery, &c. - - -	9	3	6
Food, tobacco, drink, and lodgings - - -	39	18	21
Gas and other undefined workers and dealers - -	450	230	220
LABOURERS :—			
Carpenters, joiners, bricklayers, and masons - - -	152	91	61
Plasterers, painters, and paperhangers - - -	71	41	30
Plumbers, gas-fitters, and brass-finishers - - -	16	11	5
Construction of railways, roads, &c. - - -	26	15	11
Total - - -	1,189	652	537

APPENDIX No. LXXVII.—Continued.

1904-5.

Three thousand and nineteen names were registered; 2,056 of these were recommended for work; 880 had insufficient references, or refused, or found work; 83 were cases for the guardians of the poor; 1,730 were offered work by the borough council, and 1,429 accepted. The classes comprised in the 1,429 were as follows:—

Bricklayers	-	-	-	-	-	-	-	-	-	52
"	(labourers)	-	-	-	-	-	-	-	-	5
Carpenters	-	-	-	-	-	-	-	-	-	51
"	(labourers)	-	-	-	-	-	-	-	-	Nil.
Painters	-	-	-	-	-	-	-	-	-	204
"	(labourers)	-	-	-	-	-	-	-	-	23
Plasterers	-	-	-	-	-	-	-	-	-	14
Decorator	-	-	-	-	-	-	-	-	-	1
Watchmen	-	-	-	-	-	-	-	-	-	3
Plumbers	-	-	-	-	-	-	-	-	-	11
General labourers	-	-	-	-	-	-	-	-	-	1,065
Total	-	-	-	-	-	-	-	-	-	1,429

1905-6. (UNEMPLOYED WORKMEN ACT.)

Class.	Registered.	Recommended for Work.	Not recommended for Work.
Building trades - - - - -	799		
Wood workers - - - - -	30		
Metal workers - - - - -	62		
Sundry manufacturers - - - - -	24		
Printing and paper trade - - - - -	17		
Dress - - - - -	30		
Food and drink - - - - -	77		
Dealers - - - - -	23		
Locomotion and transport (including general labourers) -	964		
Service (men) - - - - -	5		
Unclassified - - - - -	9		
Charing, washing and needlework (women) - - - - -	45		
Total - - - - -	2,085	1,369	716

1906-7. (UNDER UNEMPLOYED WORKMEN ACT), NOVEMBER 1ST TO MARCH 31ST.

Building trade, artisans - - - - -	307
Other artisans - - - - -	180
Clerks, shop assistants, waiters, and cooks -	27
Carters, horsekeepers, and stablemen -	162
Labourers, porters, etc. - - - - -	1,081
Charing, washing, and needlework (women) -	65
Total - - - - -	1,822

There were also 126 women registered from July 1st to October 31st, 1906.

Note.—The terms “recommended” and “not recommended” in the foregoing figures signify those who were physically fit for work, were in the habit of doing work and bore a good character, compared with the number who were physically unfit, of bad character, or of the ordinary loafing class, never had any particular trade, and were more or less in regular receipt of Poor Law relief.

2. Much of the unemployment has been found to be periodical, inasmuch as it occurs principally in the winter months, though a number of cases were re-registered, showing a continuity of unemployment during the bad seasons. The following figures will give some idea of this:—

	Men.	Women.
Registered 1905-6 - - - - -	2,040	45
" " and 1904-5 - - - - -	564	—
" " and 1903-4 - - - - -	88	—
" " 1904-5 and 1903-4 - - - - -	206	—
" " and not previously - - - - -	1,188	45

SUMMARY OF CASES REGISTERED IN THE YEARS 1905-6 AND 1906-7 AND ALSO REGISTERED IN PREVIOUS YEARS.

Out of 1,757 men and 191 women registered during 1906-7:—
553 registered in 1905-6.
253 " " 1904-5.
106 " " 1903-4.
1,165 men registered in 1906-7 but not previously, and 191 women.
327 registered in 1906-7 and 1905-6 only.
27 " " " and 1904-5 only.
133 " " " 1905-6 and 1904-5.
12 " " " 1905-6 and 1903-4.
81 " " " 1905-6, 1904-5 and 1903-4.
12 " " " 1904-5 and 1903-4.
Out of 2,010 men and 45 women registered in 1905-6:—
564 registered in 1904-5 and 1905-6.
88 " " 1903-4 and 1905-6.
206 " " 1905-6, 1904-5 and 1903-4.
1,188 men and 45 women registered in 1905-6 and not previously.

3. This periodical distress due to unemployment has not only been found during the last few years, but dates back, according to the minutes of the late vestry and its committees, to 1886-7.

Causes.

4. The working classes of Camberwell are largely engaged in the building trades, and much distress is occasioned in those trades during the winter months through lack of work. By this it is not meant that they are engaged in building operations in the borough, but that they are at work in several parts of London and reside in Camberwell. Camberwell does not get all the fruits of their labour. The only reason that can be given is the number of small dwellings in the borough and the easy means of access to other parts of the Metropolis.

APPENDIX No. LXXVII.—*Continued.*

5. Speaking on behalf of Camberwell, it may also be mentioned that there are six large mineral water factories which employ a great number of hands during the summer months. These are dismissed when the season's work is at an end, and most of them fail to get other work. In justice, however, to these factories, it may be remarked that they keep on as many hands as possible by giving work for half and three-quarter time.

6. In the census return for 1901 (County of London), p. 104, the following figures are given for Camberwell :—

Total number of occupied males, 76,894.

Included therein are :—

Coachmen, grooms and cabmen	-	-	1,655
Carmen, carters, carriers and wagoners	-	-	3,086
Messengers, porters and watchmen (not railway or Government)	-	-	2,567
Blacksmiths, strikers, erectors, fitters, turners and others	-	-	2,424
Building trades	-	-	9,735
General labourers	-	-	2,416
Total	-	-	21,883

These are purely of the working class, and there are others not mentioned above that come under the same category, but cannot be easily eliminated from the census return.

Effects.

7. Unemployment among the working classes appears to create a state of helplessness that is easily conducive to continued unemployment. After a period many are unable to do anything to lift themselves from the abject state of poverty into which they have fallen. Physical deterioration is a result, and there are many who would have been able to take up any labouring work offered a year or two ago that are now physically unfit to do a light day's work.

Remedies.

8. Special work provided by municipalities has been found in the past to be extremely useful in dealing with local distress, but among the vast population of London it cannot be carried out to a sufficient extent, except with great unnecessary expense in the poorer boroughs, in consequence of the periodical distress that now recurs each winter.

9. Under the Unemployed Workmen Act, while it has been possible to obtain much reliable information as to the amount of distress, the benefit has been granted to a small proportion of the unemployed. The small amount of work provided, as compared with the large number of men registered, and the tendency of a certain class of men to depend on these committees to find work for them

instead of seeking for themselves, is noticeable, especially in cases where the wives work and keep the rent paid.

I may mention that the system of classification under the Act has been invaluable, in that it has been the means of eliminating from among the ranks of the genuine unemployed the chronic casual, who is content with one or two days work a week and that not too often, and men of indifferant character, including those who go to swell so-called Unemployed and other processions.

10. The Central Unemployed Body for London has been successful in dealing with some of the better class workmen, but nothing has been done to relieve the distress among the physically unfit and the casual, whose only recourse is Poor Law relief, and by the relief disqualification of the Act they are prevented from rising above its taint and pauperising effect.

11. With regard to labour bureaux, it may be mentioned that one was organised in 1892 in Camberwell, at a cost of about £200, but with very little success. In one quarter, covering a period of severe weather, 1,839 persons were registered, including twenty-eight women servants. Work was found for 303, of whom 255 were employed in breaking ice on the canal. The auditor surcharged the expenditure because the vestry had no power to incur it, and no further action was taken in that direction. With regard to the labour bureaux established by the Central Unemployed Body and centrally controlled, I am unable to speak.

12. In the direction of emigration, the greatest amount of permanent benefit has been effected, but opinions are divided as to the advisability of such a policy.

13. In my opinion labour and farm colonies could be made effective remedies in the case of the casual labourer, but provision should be made and every endeavour used to get the men, after their training at farm colonies, back to the land, either on small holdings or by settlement in the country. At the present time farm colony men, after their course of training is completed, either emigrate or return to the London labour market.

14. The advantage and attractiveness of colony work has been shown by the number of men who have expressed a desire to settle in the country, and in the improvement in their physique after being away for a few weeks, the men being physically and morally better equipped to face the difficulties and uncertainties which the unskilled man meets at every turn.

15. The advantage to their wives and families is manifest in the home and in the healthy appearance of the children, especially where a man has been used to casual work, which so often means one week's work, and two or three, perhaps more, idle, and no wages to take.

APPENDIX No. LXXVIII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. C. THOMAS, MEMBER OF THE DISTRESS COMMITTEE AND OF THE COUNCIL OF THE COUNTY BOROUGH OF NEWPORT.

1. I am by trade a journeyman glass bottle maker. I was employed by the South Wales Glass Co. at Newport for nineteen years, but for the past twelve months have been unable to work at my own trade through lack of employment. A year ago the company above referred to discharged one half of its workmen, as it was found that, having introduced machinery for the making of bottles, there was not sufficient trade to warrant them in carrying on the whole of the works on the old process. Since then I have been living partly on the little means I had saved up when I was working, partly by a little casual labour at the docks, and by the profits from a small grocery store.

2. I have been over twenty years a Trade Union Branch Secretary. Some years ago I was for some time a member of the Newport Board of Guardians. For over four years I have been a member of the council of the County Borough of Newport, and I am a member of its Unemployed Distress Committee.

3. As to the extent of unemployment I consider it is almost impossible to say with any degree of accuracy the number of able-bodied men out of work at any time. The trade union returns are no real indication, because undoubtedly unemployment is at all times most acute amongst unorganised workmen.

4. The number of applicants for work on the books of the Distress Committee I do not consider a fair indication by any means of the extent of unemployment. Those who are most subject to want of employment have come to regard the Distress Committee as almost useless in assisting them to get employment. Therefore they do not register themselves. They also regard the investigations made into their antecedents as of a too inquisitorial nature, and there is no doubt these investigations have a deterrent effect upon unemployed workmen registering their names at the office of the Distress Committee.

5. I think it would be quite safe to say, however, that at all times there are in Newport several hundred able-bodied men, willing to work, out of employment. Occasionally, I have no doubt, the number considerably exceeds 1,000.

6. As to the class of men out of work, I think I may say that at times almost all classes are affected. General labourers, however, appear to suffer most. Also dock labourers, owing to the irregular nature of their employment. Also for some reason, all branches of the building trades have suffered very severely for several years, perhaps more than any other trade in Newport.

7. As to extent over time of unemployment, I regard it as both chronic and periodic. It varies in extent from time to time, but at all times there are numbers of men unemployed. The winter months are usually the worst in this respect.

8. With reference to the cause of unemployment, I am fully convinced that the depopulation of our rural districts and the tendency of the rural labourer to flock into our cities and large towns is very largely the cause of unemployment. And I wish to say that I regard the introduction of machinery into almost all our industries, and the tendency to develop this machinery in all directions with a view to economising the cost of production and distribution of our commodities is one, if not the chief, cause of unemployment. I am thoroughly convinced upon this point. I wish here to make it clear that I have held this opinion for years, and long before I became personally affected by the introduction of machinery into my own trade. I am in no way prejudiced or opposed to the introduction or development of machinery in our industries. Rather I welcome it. But I am quite sure it has the effect of displacing and throwing large numbers of men out of employment, and that unless very drastic measures are taken to counteract these evil consequences, unemployment will most certainly grow upon us at a very rapid rate and the consequences arising out of

this lack of employment will be most serious indeed to all classes in the State. I regard, then, the introduction and development of machinery in our industries, and the flocking of men from the rural districts to our large towns as the two chief causes of unemployment.

9. I do not think there can be any question whatever of the evil effects upon the community resulting from the irregular employment of large numbers of workmen. Evidence of this may be seen upon our streets and in our homes any day. Even the stoutest heart very quickly gives way to despair in the vain search for employment. Recklessness follows on despair in very many cases. These men quickly become degenerate in their habits, commence to drink and gamble, become loafers and spongers and criminals and paupers, living upon women, or upon the community as best they can. They herd together in cottages which are no better than cabins, or two or three families live in one house which should only contain one family. This is a custom which obtains very largely in Newport. I do most certainly regard the effects of unemployment and irregular employment as very grave indeed to the community generally.

10. With regard to the remedies: I consider this a very serious problem, and that very drastic changes will have to be effected in our social system before any great improvement may be expected. There are two things that I consider as absolutely necessary to bring about any real improvement:—

(a) The community should have free access to the land of the country. Local authorities, and more especially municipalities of large towns, should be absolutely free to acquire land in their vicinity for any purpose they may consider desirable. They must be given authority to acquire compulsorily what land they require, and at a reasonable price. They should be empowered to hold it, to till it, to build upon it, or use in any other way that may appear to them desirable to find men employment. If I may venture to give the Commission one example of what I mean. I have the honour to be the Chairman of the Housing of the Working Classes Committee of our local corporation. I know that there is a great deal of overcrowding in Newport; that houses are badly needed. I have already said that a large percentage of those in the building trade have been unemployed during recent years. To build the houses which are so badly needed would find very useful employment for these builders. I believe my Council would be prepared to build those houses if they could obtain suitable land. My Committee have approached the chief landowners, who have absolutely refused to dispose of their land to the Corporation for this purpose on any terms. The consequence is, of course, that overcrowding continues, and the men who should be employed in building the much-needed houses remain unemployed.

(b) I am of opinion that in order to counteract the growing tendency to utilise machinery in the production and distribution of our commodities and the displacing of labour resulting therefrom, it would be very desirable for the Government to encourage any movement with a view to shortening the working hours of manual workers. And taking into consideration the fact that machinery is being utilised primarily with a view of economising the cost of production and distribution, I do not think that the shortening of hours of labour, and thus dividing the necessary labour amongst a larger number of labourers would result in any increased cost over our present system.

11. Finally, as these are questions of great national importance, I am convinced that it will be necessary for the Imperial Government to render every possible encouragement and assistance, financially and otherwise, to local authorities in their solution.

APPENDIX No. LXXIX.

**STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. THOMAS BUNTING TORDOFF,
SOLICITOR AND CLERK TO THE BARRY URBAN DISTRICT COUNCIL SINCE
SEPTEMBER 1st, 1902.**

1. My experience of, and my qualifications to speak on, the subject of unemployment in this locality are of a very limited character, being derived simply from the efforts which have from time to time been made by the Barry Urban District Council to alleviate distress by employing on public works men who would otherwise be out of employment.

2. By far the greater number of workmen in this district are employed in connection with the railways and docks of the Barry Railway Company, or in the ship-repairing works and timber yards on the docks. Unemployment among these men is certainly not chronic, hardly even periodic—"occasional" would perhaps be the most correct term to apply to it. The staple industry of the town is the coal export trade, which from various causes is liable to fluctuation. When this trade is in a bad condition, it means loss of employment to a certain number of men engaged in it or in trades dependent upon it.

3. The only other considerable body of workmen in this district are those engaged in the building trades. Unemployment among this class may be described as periodic. It recurs almost every winter, to a greater or less extent, according to the severity of the weather.

4. On December 8th, 1902, a deputation attended before the council and stated that a large number of men, particularly labourers, were out of work, and asked the council to provide work for as many as possible of these men. The council, having certain work in hand on which labourers could be employed, invited applications for employment from married men on the following terms :—

Day-work—rate of wages 5½d. per hour. Hours, 8 a.m. to 4.30 p.m. Stone-breaking—2s. per cubic yard.

5. Fifty-six applications were received, the applicants comprising the following classes of workmen :—

Painters	-	-	-	-	-	-	2
Boiler-makers' helpers	-	-	-	-	-	-	2
Fitters' helpers	-	-	-	-	-	-	2
Smith's hammerman	-	-	-	-	-	-	1
Labourers	-	-	-	-	-	-	49
							56

Work was found for thirty-five of these men for about three weeks, when the works in hand were completed.

6. On October 23rd, 1905, a deputation again appeared before the council and requested them to provide work

for the men in the district then out of employment. Applications were invited, and seventy-six men applied for work on October 30th, consisting of :—

1 Collier.	1 Smith's striker.
1 Stoker.	1 Plater's helper.
1 Cementer.	1 Sailor.
2 Hauliers.	1 Picture-frame maker.
4 Fitters' helpers.	1 gardener.
3 Painters.	1 Tailor.
1 Dredger.	55 Labourers.
1 Greengrocer.	—
1 Tailor's runner.	76

7. At this time the council were desirous of carrying out certain road improvements and they found work for forty-two of these men at once, the wages paid varying from 5d. to 6d. per hour. Other applicants were subsequently given a turn and the work continued throughout the winter. Ten masons who were out of work were also employed on this work in dressing stone for curbing and channelling at 8½d. per hour.

8. This winter again a number of men out of employment, nearly all connected with the building trades, have applied to the council for work, and the council are now employing fifteen masons and thirty-six labourers on further road improvements and eleven painters on work at their schools.

9. The work as above mentioned has been carried out satisfactorily on the whole and at a reasonable cost. For the most part the men employed have been engaged on work of a kind to which they are accustomed. In some cases where men have been engaged in labouring work of an unaccustomed character they have been paid 5d. or 5½d. per hour instead of the full rate of 6d. The work has been superintended by experienced foremen, and men who were not prepared to do a fair amount of work for the remuneration paid have been sent away and other men put on in their place.

10. Barry is a young town, having been made within the last twenty years, and consequently a large amount of public work has had to be carried out within an unusually short period of time. The council, therefore, have almost always had work in hand. It may very well happen, however, that at a time when there is a want of employment in the district the council may have no suitable work available, and at the best this method of meeting the difficulty can only be regarded as an occasional expedient.

11. The population of the Barry Urban District was at the last census 27,030, and is now estimated to be 31,272. The provisions of the Unemployed Workmen Act, 1905, have not been extended to this district.

APPENDIX No. LXXX.

**STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. JOHN TWOMEY, NEWPORT,
DISTRICT SECRETARY OF THE NATIONAL AMALGAMATED LABOURERS' UNION FOR
FOURTEEN YEARS.**

1. I am a member of the National Amalgamated Labourers' Union over seventeen years, their district secretary in this town fourteen years (prior to which I worked as a dock and wharf labourer at Newport); for a number of years a member of the Newport Chamber of Commerce and Technical Instruction Committee, and at present a member of the County Borough Council and Deputy Chairman of its Distress Committee, Unemployed Workmen Act.

2. Unemployment is sapping the very life of the youth of our nation, and its extent locally may be judged by

the fact that during 1901 no less than 2,569 persons applied to the Newport Casual Ward for relief. This number increased to :—4,394 in 1902 ; 5,971 in 1903 ; 8,393 in 1904 ; 10,216 in 1905 ; and 13,973 in 1906.

3. 222 names were on the register of the local distress committee, March 1st : viz., twenty-seven painters, ten carpenters, five glass-blowers, four bricklayers, two gardeners, two smith's strikers, one platelayer, iron-dresser, signalman, engine-driver, and railway-wagon smith.

APPENDIX No. LXXX.—Continued.

4. The Newport Trades and Labour Council endeavoured to get at the number of unemployed among the trades unionists in the town, with the following results:—

Name.	Number unemployed March 1st.	Average—past 3 months.	Membership.
Carpenters - - - - -	31	30	135
Dockers, No. 3 Branch - - - - -	150	160	387
Engineers, No. 2 Branch - - - - -	15	10	250
Gas Workers - - - - -	9	9	35*
Glass Blowers - - - - -	9	40	100
Labourers Nos. 1, 2, 3, 4 and 5 - - - - -	316	290	558
Mill Sawyers - - - - -	—	2	20
Painters - - - - -	—	6	65
Plasterers - - - - -	8	30	66
Plumbers - - - - -	2	3	37
Tailors - - - - -	—	2	20
Printers - - - - -	4	5	100
Wagon Builders - - - - -	1	3	30
	547	592	1,817

* Builders' Labourers.

5. Thus showing 30·10 unemployed at the end of February of those making return, with an average of 32·72 for three months, ending same date. Of this number, 48·96 were labourers unemployed on March 1st, with an average of 47·31 for three months ending that date.

6. The building and timber trades at the docks are seasonal, which accounts for the large percentage of unemployed during winter months.

7. The chief cause of the large army of workless is the continual improvements in labour-saving machinery and appian es.

8. Take our railways and compare the returns for 1905 with those of 1900, and we find that 2,774 additional miles of railway were opened; 56,745,416 more passengers carried; 36,209,500 more tons of goods and minerals carried, and it is estimated by a competent authority that, but for the improved machinery, 10,000 more men would be required to work our railways.

9. Take our shipping:—the tonnage of British ships in—

1861 was 3,360,935; men employed, 141,937.
 1870 „ 5,500,000; „ „ 218,000.
 1904 „ 10,554,520; „ „ 257,937.

Note the large increase in tonnage and the small increase in number of men.

10. It is the same with the handling of cargo. A modern ship of 6,000 tons can be loaded with coal by six men in seventy-two hours. A few years ago two ships of 3,000 tons each would require fourteen men to load each, and it would take forty-eight hours to complete the cargo.

11. Recently an improved mill was introduced at Messrs. Lysaghts, Newport; it was then stated the old mill produced between 4 to 4 tons 10 cwt., the improved mill turns out from 6 to 7 tons with the same labour.

12. A navy can shift 8 cubic yards of mud or clay in a day, a steam excavator can shift 1,000 cubic yards in the same time.

13. Fifteen years ago fourteen helpers were required to change ship's propeller in dry dock and the time occupied was six days and two nights; to-day six helpers do the same work in twenty-five to thirty hours.

14. The directors of the Alexandra (Newport and South Wales Docks) in their half-yearly report to the shareholders for June, 1904, state:—

“Notwithstanding that over 290,000 additional tonnage was manipulated by the power, the quantity of fuel used was only 395 tons more, the cost £6 less and the cost of handling the tonnage exported and imported reduced from 18d. to 15d.”

And in their half-yearly report for December, 1904, they state:—

“The quantity of fuel used was 600 tons less, the cost £421 less, and the cost per ton handled reduced to 12d. The new hydraulic power station was brought into use in November last, and has fully realised the expected economies.”

Again, in June, 1905, they say:—

“The hydraulic power continues to show very satisfactory results; in the period 59,213 additional tons were dealt with, while the quantity of fuel used was 1,851 tons less with a decrease of £739. The result demonstrates the soundness of the principle adopted by the company in concentrating the hydraulic plant in one power station.”

They continue to show economies, for the report for the last half year, contains the following:—

“The working expenses amounted to . . . or 54·09 per cent. of the gross revenue as against 60·18 per cent. for the same period, 1905.”

15. I think I have proved my case, that the output is greater and that machinery is fast displacing labour.

The trade of the country is going up by leaps and bounds, but the great bulk of the work is being done by power and every kind of labour-saving machinery.

16. Of all work done in the United Kingdom 84 per cent. is performed by steam or other power, and in the mad race of elbowing-out the worker it is the youths of from sixteen to twenty-two years of age that suffer most; these young men find it impossible to obtain work, loaf about our towns and cities, and eventually drift into the army of unemployables.

17. As to the remedies. Some people suggest emigration. Well, there has been a mad rush of emigrants from Ireland, for I find that from 1891 to 1904 no less than 624,853 persons left that country for distant parts, but it did not solve the unemployed or poverty problem there.

18. I would seriously suggest the reduction of the working hours to six per day; with the increase of our

APPENDIX No. LXXX.—Continued.

productive power there has been a steady increase of wealth. Take the following years :—

Date.	£	Per head of population.	Authority.
		£ s. d.	
1860 -	5,500,000,000	171 13 0	Mulhall
1895 -	11,866,000,000	302 0 0	"
1902 -	15,000,000,000	357 0 0	Giffen

This would give to every family of five £1,785 in 1902. Giffen also gives the nation's income for 1902 as

£1,750,000,000, per head, £55 3s. per family of five, £275 15s.

19. I would also give power to municipalities to purchase land at its agricultural value and set men to work on it to build houses for the working class.

20. I hold the Unemployed Workmen's Act, 1905, is of very little use only to the employer who desires cheap labour.

21. Unemployment is a national question and should be dealt with as such by Parliament. The evil would be somewhat mitigated if all the unskilled labourers were organised into unions and a weekly sum paid to them when out of work, but as their wages are low and they are often out of work, they are unable themselves to provide out-of-work funds, I would strongly suggest a Government grant in aid of such funds.

APPENDIX No. LXXXI.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT, BY MR. H. WATKINS, CHAIRMAN OF THE DISTRESS COMMITTEE, SWANSEA.

1. I have been a member of the Swansea Town Council since 1893. Mayor of the borough, 1896. Name inserted in the Commission of Peace for the borough of Swansea in 1897, since when I have taken an active interest in the administration of justice. Chairman of the Distress Committee appointed by the Swansea Town Council under the Unemployed Workmen's Act, 1905.

2. The Swansea Distress Committee, on April 9th, 1906, resolved to stand adjourned during the summer months. The committee met on November 7th, 1906, and with a view to ascertaining the state of trade or employment then prevalent in the borough issued advertisements inviting persons in want of employment to record their names in a register to be opened in the borough surveyor's office.

3. Since that date the following numbers and classes of men out of work have recorded their names :—

Painters	-	-	-	-	-	-	15
Printer	-	-	-	-	-	-	1
Speltermen	-	-	-	-	-	-	1
Furnaceman	-	-	-	-	-	-	1
Striker	-	-	-	-	-	-	1
Hauliers	-	-	-	-	-	-	2
Coach painters	-	-	-	-	-	-	1
Clerks	-	-	-	-	-	-	3
Joiners	-	-	-	-	-	-	9
Machinist	-	-	-	-	-	-	1
Rigger	-	-	-	-	-	-	1
Firemen	-	-	-	-	-	-	2
Horse drivers	-	-	-	-	-	-	2
Masons	-	-	-	-	-	-	6
Engine driver	-	-	-	-	-	-	1
Labourers :							
Labourers, masons'	-	-	-	-	-	-	20
„ general	-	-	-	-	-	-	73
„ dock	-	-	-	-	-	-	28
„ farm	-	-	-	-	-	-	1
Total	-	-	-	-	-	-	169

4. They registered as follows :—

Week ending	November	14th,	1906	-	-	43
„	„	21st,	„	-	-	35
„	„	28th,	„	-	-	20
„	December	5th,	„	-	-	9
„	„	12th,	„	-	-	8
„	„	19th,	„	-	-	2
„	„	26th,	„	-	-	14
„	January	2nd,	1907	-	-	nil
„	„	9th,	„	-	-	5
„	„	16th,	„	-	-	2
„	„	23rd,	„	-	-	7
„	„	30th,	„	-	-	4
„	February	6th,	1907	-	-	11
„	„	13th,	„	-	-	4
„	„	20th,	„	-	-	3
„	„	27th,	„	-	-	2
Total	-	-	-	-	-	169

5. The persons who have registered do not give any intimation when they have obtained employment and I am unable to say how many of them are still out of work, Apparently, however, there is no great lack of employment in the borough, probably owing to the construction of large docks in the vicinity.

6. Lack of employment in the borough is generally caused through trade depression, i.e., stopping of works or collieries.

7. Unemployment presses most hardly on the unskilled workmen as artisans and artificers generally belong to a friendly society and are assisted out of the society's funds when unemployed.

8. It will be observed that nothing has been done by the distress committee under the Unemployed Workmen's Act this year except to take steps to ascertain the condition of employment.

No rate has been levied under the Act.

9. In the year 1905-6 the distress committee received £778 from the Queen's Unemployed Fund, and this sum was paid over to the town council in consideration of that body providing work for the unemployed and themselves contributing £1,556 towards the cost of such works.

APPENDIX No. LXXXII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. JOSEPH LARKE WHEATLEY,
TOWN CLERK, CARDIFF; CLERK OF THE PEACE; CLERK TO THE CARDIFF PORT
SANITARY AUTHORITY; CLERK TO THE CARDIFF BURIAL BOARD; AND CLERK
TO THE CARDIFF DISTRESS COMMITTEE.

1. I have been Town Clerk of Cardiff since 1879, and during that time have been in close contact on numerous occasions with the question of the unemployed and the provision of work for them. I have many times dealt with these, which seems year by year to get more pressing.

2. The Cardiff Corporation are practically every year forced to meet the needs of the local unemployed by relief works of various descriptions. Last winter the corporation were more fortunate than usual, and up to the present time have not spent any money on relief works.

3. The extent and cause of local unemployment depends largely on the coal and shipping trade. Labour fluctuates with those trades, which are often influenced by weather conditions.

4. Cardiff is also liable to large influxes of men from other ports and centres in search of work—men thinking that employment is always to be found in such a large shipping centre, with a result that in winter time in particular the port is over-run and overburdened with men who cannot possibly obtain work.

5. There can be no doubt that the effect of no work upon the ordinary unemployed, brings him in a little time to be unemployable, and perhaps to generate in him habits of criminality and develops that class of men known as corner boys and loafers.

6. The resident term of twelve months for a man, necessitated by the Unemployed Workmen Act, is a hardship and might be lessened by making the term, say, six months.

7. One great difficulty seems to be the provision of suitable employment for that class of people who through ill-health, constitutional ailments, accidents, and the like are totally unable to carry out the ordinary work provided by a distress committee or a corporation or other body, which is of necessity as a rule hard and laborious work. The Unemployed Workmen Act, whilst perhaps meeting one class of workers, neglects another whose circumstances

are often more appalling and whose lives are often lived in abject misery. Distress committees accept for their work only strong, healthy and vigorous men.

8. To those wishing to emigrate the cry is "None but strong and healthy men need apply," and thus time after time the weak and ill are not dealt with and are left upon their own resources, already made difficult by their inability to find suitable employment. The healthy men are leaving the country and the weak remain.

9. And again, the Unemployed Act is practically unworkable in this sense—that it depends upon voluntary contributions for its success. In Cardiff, for instance, in 1905-6, after an appeal had been published for funds to carry out the provisions of the Unemployed Act, the total amount of voluntary contributions received did not exceed £50, so that if it had not been for the generous donation from the Queen's Fund no work could have been provided in this city.

10. 1,041 men were employed by the Cardiff Distress Committee during the winter of 1905-6, and over £700 spent in wages.

11. To be more successful the Unemployed Act must, in my opinion, provide for the finding of funds either from the rates or from the State. It is impossible to rely upon the public subscription list for the provision of work.

12. A solution may be the transfer of any surplus population to unoccupied land elsewhere, whether in or out of Great Britain, provided employment in the shape of improvements or otherwise can be found.

13. It is patent, I think, that in some districts there is a large surplus population who might with effect be transferred to other districts or aided to emigrate if there was a certainty of work.

14. In Cardiff all works of an improvement character are practically completed, and there remains very little to be done in improving the streets—I consider that the boundaries of cities and boroughs should be extended as far as possible.

APPENDIX No. LXXXIII.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT IN SHEFFIELD, BY MR. CHARLES F.
WIKE, M.INST.C.E., CITY SURVEYOR.

1. The extent of unemployment in Sheffield is probably best shown by the following figures:—

A register of unemployed was opened in December, 1903, and since that date the numbers of men registered are:—

December, 1903, to May, 1904	- - -	about 1,800
November 1st, 1904, to October 17th, 1905	- - -	3,748
October 18th, 1905, to May 12th, 1906	- - -	2,544

Total	- - -	8,092
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Of these (8,092) about 4,670 registered themselves as labourers, and many others ought really to be classed as such.

2. An indication as to whether unemployment in Sheffield is chronic or periodic may be gathered from the fact that it was not thought necessary to open a register during the years prior to December, 1903—in fact, the supply of labour in Sheffield then was less than the demand—nor has it been thought necessary to do so this winter.

3. Amongst a certain class, no doubt unemployment is chronic. This is judged from the fact that many men have registered themselves every year during which a register has been opened, and it is pretty safe to say the only work these men have had in addition to that provided by the Corporation is casual jobs.

APPENDIX No. LXXXIII.—Continued.

4. In Sheffield there is what might be called a nucleus of unemployed, and almost at any time, if a list were opened, a large number of names would immediately be registered. It is questionable, however, whether these men can be looked upon as genuine unemployed.

5. The cause of abnormal unemployment in Sheffield is undoubtedly the great variation in the prosperity of the various trades carried on in the city. Not only do the men directly employed in these trades suffer, but the building and other trades are affected probably to an even greater extent.

6. The only way in which I am able officially to judge of the effects of unemployment is from the figures stated above.

The question is one which could be better answered by the Poor Law authorities.

7. In order to find a remedy the Corporation have carried out as much work as possible of a character necessitating the employment of a large proportion of unskilled labour, particularly excavation work, and, in view of the class of men employed, as far as possible the work has been paid by the piece.

8. In order to arrive at a fair price two local contractors of high standing have generally been asked to value the work, and payment has been made according to their valuation.

9. The men employed are divided into batches, the men in each batch being as nearly as possible of equal capacity.

10. The rates earned by different batches of men on the same work in one instance varied from 9½d. to 5d. per hour, and this is one of the difficulties of the situation. If a normal price is paid the less capable men earn a very small wage, and, on the other hand, if the price is liberal the able-bodied hands get paid at an excessive rate.

11. With regard to the working and result of the Unemployed Workmen's Act, so far as Sheffield is concerned a committee has been formed and names have been registered and particulars obtained in accordance with the Act, but the work provided and its management have been on similar lines to those adopted prior to the passing of the Act.

Annexed are other particulars as to unemployed and relief works in Sheffield, obtained for and supplied to another Government Department. (See Appendices LXXXIII. (A. to F.)

Unemployed Workmen's Act in Sheffield.

Causes of Unemployment in Sheffield.

Effects of Unemployment in Sheffield.

Remedies for Unemployment in Sheffield.

APPENDIX No. LXXXIII. (A.).

(Paper handed in by Mr. Charles F. Wike, Sheffield.)

City Surveyor's Office,
Sheffield,

November 13th, 1906.

INFORMATION RESPECTING WORKMEN EMPLOYED DURING THE FOLLOWING YEARS.

	1901-2.	1902-3.	1903-4.	1904-5.	1905-6.
Average number of workmen per week on Highways, Sewers, Sewage Works, Tramways, Parks and Recreation Grounds, and Relief Works	2,094*	1,930*	2,100	2,011	1,747
Highest number	July 24, 1901 2,421*	Sept. 10, 1902 2,233*	Jan. 27, 1904 2,493	Feb. 22, 1905 2,534	April 12, 1905 2,158
Lowest number	Feb. 19, 1902 1,693*	April 16, 1902 1,638*	Dec. 9, 1903 1,906	August 3, 1904 1,684	Nov. 15, 1905 1,474

* Relief works did not commence until 1903.

APPENDIX No. LXXXIII. (B.).

(Paper handed in by Mr. Charles F. Wike, Sheffield.)

PARKS AND RECREATION GROUNDS.

Extract from Annual Report for the Year ending March 25th, 1904.

Crookesmoor Recreation Ground.—The completion of this work is referred to in the report of the Improvement Committee, who have defrayed the cost. The excavation and levelling found work during the winter months for a number of men drafted from relief works, thus enabling a larger number of those on the "Unemployed" list to be dealt with.

High Hazels Park.—The lake has been cleaned out and largely extended at a cost of about £100, men on the "Unemployed" list having been engaged for this purpose.

Weston Park.—The water in the lake having become very stagnant, steps were taken to improve the supply. New drains were laid to convey the overflow from the fountains at the upper end of the park to the pond, a new fountain jet was placed in the pond itself and an overflow made to take off the surplus water. An accumulation of mud has been cleared away and the bottom of the lake roughly paved with old bricks. The men

engaged here were also selected from those on the relief works.

Whiteley Woods.—A further portion of the new wall marking the northern boundary of the woods at the Fulwood end has been constructed, the lodge has been painted, and the Wire Mill dam has been cleaned out, "Unemployed" labour being utilised for the latter work.

Unemployed.—A large amount of work has been thrown upon the Parks Department and office staff during this year in connection with the relief works carried out at Grimesthorpe (Burslem Street Extension) for Earl Fitzwilliam; and at Petre Street, Handsworth Hill, and Manor Lane, and adjoining streets, for the Duke of Norfolk, as well as in some of the parks. The expenditure upon such works amounted to £2,991. Altogether 1,028 men out of 1,800 applicants had offers of work, and about 70 per cent of these accepted, the total number employed at any one time being 323. Many, however, only remained at work for a very short time.

APPENDIX No. LXXXIII (C).

(Paper handed in by Mr. Charles F. Wike, Sheffield.)

City Surveyor's Office, Sheffield.

November 14th, 1906.

RELIEF WORKS.

1. Table showing the minimum and maximum amount of wages earned by stonebreakers for the week ending November 15th, 1905.

Week ending.						Hours worked.	Money earned.		Rate per hour.
							s.	d.	d.
November 15th, 1905	-	-	-	-	-	27½	3	0	1'31
"	"	"	-	-	-	6	0	9	1'50
"	"	"	-	-	-	28	3	11	1'68
"	"	"	-	-	-	21½	3	0	1'68
"	"	"	-	-	-	24	3	5	1'71
"	"	"	-	-	-	20½	3	0	1'76
"	"	"	-	-	-	5	0	9	1'80
"	"	"	-	-	-	22½	3	9	2'00
"	"	"	-	-	-	38	6	9	2'13
"	"	"	-	-	-	36	6	5	2'14
"	"	"	-	-	-	29½	5	3	2'14
"	"	"	-	-	-	26	4	9	2'19
"	"	"	-	-	-	27½	5	3	2'29
"	"	"	-	-	-	27½	5	3	2'29
"	"	"	-	-	-	20½	3	11	2'29
"	"	"	-	-	-	13½	2	7	2'30
"	"	"	-	-	-	27	5	3	2'33
"	"	"	-	-	-	18½	3	9	2'43
"	"	"	-	-	-	18	3	9	2'50
"	"	"	-	-	-	32	6	9	2'53
"	"	"	-	-	-	7	1	6	2'57
"	"	"	-	-	-	22½	4	10	2'58
"	"	"	-	-	-	29½	6	5	2'61
"	"	"	-	-	-	20½	4	6	2'63
"	"	"	-	-	-	17	3	9	2'65
"	"	"	-	-	-	25	5	7	2'68
"	"	"	-	-	-	38	8	8	2'74
"	"	"	-	-	-	19½	4	6	2'77
"	"	"	-	-	-	16	3	9	2'81
"	"	"	-	-	-	24½	6	0	2'94

Stonebreakers employed, 172=3'92 per hour.

Rate per ton for breaking, 3s. per ton.

APPENDIX No. LXXXIII. (C.).—*Continued.*RELIEF WORKS—*continued.*

2. Particulars of hours worked and money earned by stonebreakers who have earned 5d. and upwards per hour for the week ending November 15th, 1905 :—

Week ending.										Hours worked.	Money earned.		Rate per hour.
											s. d.	d.	
November 15th, 1905	-	-	-	-	-	-	-	-	-	18½	7	10	5·08
"	"	"	-	-	-	-	-	-	-	32	15	7	5·09
"	"	"	-	-	-	-	-	-	-	7	3	0	5·14
"	"	"	-	-	-	-	-	-	-	28	12	0	5·14
"	"	"	-	-	-	-	-	-	-	19½	8	5	5·18
"	"	"	-	-	-	-	-	-	-	26	11	5	5·26
"	"	"	-	-	-	-	-	-	-	26½	11	8	5·28
"	"	"	-	-	-	-	-	-	-	28½	12	9	5·37
"	"	"	-	-	-	-	-	-	-	20½	9	3	5·41
"	"	"	-	-	-	-	-	-	-	22½	10	3	5·47
"	"	"	-	-	-	-	-	-	-	19	8	8	5·47
"	"	"	-	-	-	-	-	-	-	34½	15	9	5·48
"	"	"	-	-	-	-	-	-	-	26	12	0	5·54
"	"	"	-	-	-	-	-	-	-	13	6	0	5·54
"	"	"	-	-	-	-	-	-	-	31½	14	7	5·55
"	"	"	-	-	-	-	-	-	-	22	10	3	5·59
"	"	"	-	-	-	-	-	-	-	18	8	5	5·61
"	"	"	-	-	-	-	-	-	-	28	13	2	5·64
"	"	"	-	-	-	-	-	-	-	23½	11	3	5·74
"	"	"	-	-	-	-	-	-	-	17	8	3	5·82
"	"	"	-	-	-	-	-	-	-	31½	15	5	5·87
"	"	"	-	-	-	-	-	-	-	2	1	0	6·00
"	"	"	-	-	-	-	-	-	-	16	8	1	6·06
"	"	"	-	-	-	-	-	-	-	21½	10	11	6·09
"	"	"	-	-	-	-	-	-	-	21½	10	11	6·09
"	"	"	-	-	-	-	-	-	-	21	10	10	6·19
"	"	"	-	-	-	-	-	-	-	29	15	0	6·22
"	"	"	-	-	-	-	-	-	-	23½	12	4	6·30
"	"	"	-	-	-	-	-	-	-	27	14	3	6·33
"	"	"	-	-	-	-	-	-	-	34	18	0	6·35
"	"	"	-	-	-	-	-	-	-	22	12	6	6·55
"	"	"	-	-	-	-	-	-	-	21½	13	6	7·53
"	"	"	-	-	-	-	-	-	-	25	15	11	7·64
"	"	"	-	-	-	-	-	-	-	18½	12	0	7·78
"	"	"	-	-	-	-	-	-	-	29	19	1	7·90
"	"	"	-	-	-	-	-	-	-	23½	16	1	8·21

Stonebreakers employed, 172=3·92d. per hour.

Rate per ton for breaking, 3s. 0d. per ton.

APPENDIX No. LXXXIII (D).

(Paper handed in by Mr. Charles F. Wike, Sheffield.)

City Surveyor's Office, Sheffield.

March 13th, 1906.

RELIEF WORKS—SEWAGE WORKS.

1. Excavation in connection with the sludge lagoons commenced at piece-work on December 4th, 1905, at 1s. 3d. per cube yard.

Three days.				Highest amount earned per hour.	Lowest amount earned per hour.
1905.				Pence.	Pence.
December	4-6	-	-	8½	7
"	7-9	-	-	7	3
"	11-13	-	-	7	5½
"	14-16	-	-	8	5
"	18-23, 19-23, 21-23 - (Christmas)	-	-	9	6½
"	28-30	-	-	9	5
1906.					
January	1-3	-	-	6½	4
"	4-6	-	-	8½	4
"	8-10	-	-	7	5½
"	11-13	-	-	8½	5½
"	15-17	-	-	8½	6½
"	18-20	-	-	8	5½
"	22-24	-	-	9½	5
"	25-27	-	-	8½	5½

2. Excavation in connection with the sludge lagoons re-started at piece-work on February 15th, 1906, at 1s. per cube yard.

Three days.				Highest amount earned per hour.	Lowest amount earned per hour.
1906.				Pence.	Pence.
February	15-17	-	-	8	5
"	19-21	-	-	7½	4
"	22-24	-	-	7	5
"	26-28	-	-	8½	4½
March	1-3	-	-	7½	4
"	5-7	-	-	8	5
"	8-10	-	-	6½	4
"	12-14	-	-	6½	4½
"	15-17	-	-	6½	4½
"	19-21	-	-	7½	4½
"	22-24	-	-	6	4
"	26-28	-	-	7	4½
"	29-31	-	-	7½	4½
April	2-4	-	-	6½	4½
"	5-7	-	-	7½	4½
"	9-11	-	-	6½	5
"	12-14	-	-	7½	4½
"	19-21	-	-	7½	4
"	23-25	-	-	7	6

NOTE.—On the 25th April piece-work ceased, the men all being put on day-work.

APPENDIX No. LXXXIII. (D.).—Continued.

RELIEF WORKS.—SEWAGE WORKS—continued.

3. Re-started on piece-work at 1s. per cube yard, February 15th, 1906.

Date.	No. of men.	Cubic yds. excavated.	Total hours worked.	Price per cubic yd.	Amount earned per hour.	Total amount paid.
1906.					d.	£ s. d.
February 15-17.	8	75	172	1/-	5¼	3 15 3
" "	7	98	154	"	7½	4 16 5
" "	8	118	179½	"	8	5 19 8
" "	7	104½	157½	"	8	5 5 0
" "	8	55	129½	"	5	2 14 0
" "	8	72	134½	"	6½	3 12 11
" "	6	31	67½	"	5½	1 11 1

APPENDIX No. LXXXIII (E.)

(Paper handed in by Mr. Charles F. Wike, Sheffield.)

UNEMPLOYED, 1905-6.

City Surveyor's Office, Sheffield.	Number asked if they were in a trades union	- 2,017
November 21st, 1906.	Number who stated they were in a trades union	- 54
Total number registered (from October 18th to	Number asked if they were in a benefit society	- 673
May 12th) - - - - -	Number who stated they were in a benefit society	- 56
- 2,544	Number asked if they were on last year's relief	
Total number offered work - - - - -	works - - - - -	- 1,344
- 1,505	Number who stated they were on last year's	
Total number who accepted work - - - - -	relief works - - - - -	- 567
- 1,220		
Men rejected:—		
Unsuitables - - - - -		- 63
Undesirables - - - - -		- 176
Doubtfuls - - - - -		- 196
Total - - - - -		- 435

APPENDIX No. LXXXIII (F.)

(Paper handed in by Mr. Charles F. Wike, Sheffield.)

UNEMPLOYED, 1905-6.

Information supplied by the Chief Assistant Overseer respecting Number of Voters on the List.

City Surveyor's Office, Sheffield.	Of this number there are on the register of voters
November 20th, 1906.	156, or 31·2 per cent.
The first 500 names consist of:—	Of the first 500 names of married men only, there are:—
Married men - - - - -	On the register of voters, 214, or 42·8 per cent.
Single men - - - - -	Not on the register of voters, 286, or 57·2 per cent.
Total - - - - -	
- 500	

APPENDIX No. LXXXIV.

STATEMENT OF EVIDENCE AS TO UNEMPLOYMENT BY MR. C. H. WILKINSON, CHIEF ASSISTANT OVERSEER OF THE TOWNSHIPS OF SHEFFIELD AND ECCLESALL.

1. It would be difficult to estimate the number of unemployed at the present moment, as no register is being kept.

Extent of Unemployment.

2. The staple trades carried on in the city may be classified under the two heads "light" and "heavy." Amongst the former should be included cutlery, silver-plate, files and edge tools, and amongst the latter armour plates, shells, castings, forgings, engineering, steel, and steel and iron rolling.

3. It may not be the rule but it is fairly general that when trade is brisk under one of the two heads, it is correspondingly slack under the other, and it therefore follows that there is rarely chronic unemployment over the whole of the city, but on the other hand unemployment is periodic and then only over a certain area of the city; e.g., in the year 1901, the heavy trades were experiencing a depression which became so acute that a distress fund was opened for the benefit of the unemployed. This fund, however, only operated over the east end of the city, which portion represented probably about one-sixth of the population of the city, whilst the trades affecting the remaining five-sixths were normal and consequently no distress prevailed there.

The Causes and Effects of Unemployment.

4. (a) The continually increasing supply of labour-saving machinery, and (b) the excessive supply of, over the demand for, unskilled labour, the latter cause being the aftermath of the period of prosperity from 1897 to 1900.

5. During these last mentioned years the heavy trades were abnormally busy whilst the light trades were generally in a healthy state. This caused a great influx of unskilled labourers from the agricultural areas in the surrounding counties, and these labourers were readily found employment where unskilled labour was required in the heavy trades, and as carters, etc. At the same time the building of cottage property was being carried on extensively in the suburban portions of the city, and

this also found employment for labourers from the country districts.

6. At the close of the above named period a depression in trade set in, but the labourers from the country—who had then become acclimatised to the conditions of town life—elected to remain in the city and take their chance of obtaining employment in the event of a reaction in trade rather than return to their native haunts; consequently, as the reaction did not come, in the winter of 1903-4, when the heavy trades were almost at a standstill and the light trades were not at normal pressure, the supply of skilled and unskilled labour much exceeded the demand.

7. This caused so much acute distress that the Lord Mayor opened a "Relief of Distress Fund," and its benefits were disbursed over the whole of the city for a period of about four months.

8. In the following winter, after careful enquiry, it was found that although there was a shortage of work yet it was not of such dimension to warrant the opening of a fund to relieve any distress that might be prevalent.

9. The terms upon which the workers are now engaged are to some extent responsible for the amount of unemployment in the heavy trades.

10. When the order books are well filled the employers engage all the labour that is offered, and it is accepted on such terms that the services of the employees can be determined at the close of any day's work; consequently when the orders are nearly completed and further bookings are not forthcoming the workmen are paid off, and are, therefore, immediately classified under the head of "unemployed." These individuals, or the majority of them, however, rather than seek other employment live on in the hope and expectancy of better times, knowing that when such comes their services will be requisitioned. Briefly, therefore, the trade boom of 1897-1900, when the employers took advantage of all labour could offer, is to some extent responsible—and will be—for much of the periodic unemployment which must from time to time occur when supply exceeds demand for workers.

APPENDIX No. LXXXV.

STATEMENT OF EVIDENCE AS TO DISTRESS DUE TO UNEMPLOYMENT, BY SIR EDWARD WOOD, MAYOR OF LEICESTER, MEMBER OF THE LEICESTER DISTRESS COMMITTEE.

1. Although I am Mayor of Leicester, and a member of the distress committee, the views put forward are purely personal opinions, and must not be taken in any way to bind anyone but myself.

EXTENT.

2. Extent of distress due to unemployment:—

(a) Number on distress committee's register, May 31st, 1907. 446.

(b) Number married	319
" widowers	38
" single men	89
Total	446

(c) Number of wives dependent	314
" children	738
" other dependants	20
Total	1,072

(d) Ages:—

20 years and under	3
20 " " 30	89
30 " " 40	109
40 " " 50	112
50 " " 60	97
60 " " over	36

Total - - - - - 446

APPENDIX No. LXXXV.—*Continued.*

(e) Classifications of Trades and Occupations :—

	Number on Register, May, 1907.
Boot and shoe - - - - -	98
Hosiery - - - - -	5
„ dyers and labourers - - - - -	5
Building - - - - -	15
„ labourers - - - - -	37
Engineering, including labourers - - - - -	10
Miscellaneous - - - - -	19
Navvies and excavators - - - - -	78
Carters and ostlers - - - - -	10
General labourers - - - - -	169
Total - - - - -	446

(f) Number who have received Poor Law relief, fifty-seven.

(g) Number on register are classified as follows :—

Class 1. Regular artisans - - - - -	44
„ 2.—Regular labourers and casual artisans - - - - -	268
„ 3.—Casual labourers - - - - -	76
„ 4.—Cannot or will not work - - - - -	13
Number not yet classified - - - - -	45

3. With reference to the duration of unemployment, the secretary to the distress committee states :—“ That of the 446 applicants who registered or reported themselves as being out of work during May, 192, or 42·8 per cent., may be classed as chronic cases of unemployed, whilst a number of the remainder do not appear to have been employed on any other than corporation work for some time, and I suppose that it is only on account of the general depression which causes them to be now unemployed. It may be stated that a great number of the better class of workmen did not report themselves as unemployed, and it is known that a number of them obtained work elsewhere, or the percentage of chronic cases would not have been so great.”

4. I would point out that the actual *extent* of distress suffered by the men on the register cannot, in my opinion, be ascertained from the inquiries made up to the present time. While it may be true that the head of the family is unemployed, it is possible—nay, in many cases it is a fact—that the family is quite removed from a condition of destitution owing to the wife, and in many cases the children, being in regular work and in receipt of wages. The figures must, therefore, be accepted with caution, and must not be taken as a complete return of the *extent* of the distress in the town until the actual facts of each case have been carefully investigated.

CAUSES.

5. In my opinion there are three main causes to which the present unemployment may be attributed :—

(a) The introduction of improved machinery into the hosiery and boot and shoe trades.

(b) The substitution of female labour for men in the former trade.

(c) Overbuilding and consequent slump in the building trades.

6. I would point out that the good wages earned by youths in the boot and shoe trade induces parents to send their sons to that trade, and in consequence the supply of labour is altogether in excess of the demand, and many youths never become sufficiently skilled workmen to earn the minimum wage fixed by the Boot and Shoe Trade Union. The minimum wage for Leicester is 29s. per week, except for pressmen cutting inferior material, for whom the minimum is fixed at 26s. per week. The result is that many young men are discharged about the time they reach twenty, which is the age at which they would receive the minimum wage.

7. The effect of the new piece work statement which has been adopted by masters and men has yet to be properly gauged. The immediate consequence of it was to increase the earnings of the men by over 30 per cent., and to accelerate the production of boots and shoes, but, on the other hand, this increased production has shortened the normal working season, and the less expert operatives have been displaced by men who can get more out of the machine.

8. With reference to the displacement of male labour in the hosiery trade, I would point out that from the Annual Report of the medical officer of health for the borough for 1905 (p. 18) I find that whereas the ratio of males to females engaged in the hosiery trade in 1891 was 190 males to 200 females, in 1901 the figures were 100 males to 277 females. This is a remarkable alteration, but it must be pointed out that the same thing does not prevail in the industries of the town taken as a whole, the figures being : (1891), 100 males to sixty-five females, and (1901), 100 males to sixty-three females.

9. Several manufacturers in the boot and shoe and hosiery trades have removed their works from the town into the country, but have not taken their workpeople with them, and the remaining factories have not absorbed the surplus.

10. Another cause of distress is the fact that the trades unions, to which belong many of the men registered at the labour bureau, have not in full operation “unemployed benefit,” and in consequence, as soon as the men were out of employment they absolutely ceased to draw any money whatever. The Boot and Shoe Trade Union have recently established an unemployed benefit fund, but the secretary states : “As there is a twelve months’ probation to serve, our members generally are not entitled to unemployed benefit until September 1st next.” There is no such fund in connection with the hosiery trade. I understand that there are many men connected with various branches of the building trades at present out of employment who have not registered their names at the labour bureau, because the unions to which they belong have established unemployed benefit from which the men are now drawing.

EFFECTS.

11. I cannot of my own knowledge recapitulate the effects of distress, but I think it possible that it may cause two or more families to share one house, though overcrowding in Leicester does not exist to an exceptional extent; and perhaps the dirty state in which many of the children are sent to school is attributable to the upheaval in the local labour conditions by which women are displacing men in the hosiery factories.

REMEDIES.

12. I append particulars prepared by the borough surveyor of the work inaugurated, and the number of men employed by the Leicester Corporation in times of distress between the years 1892 and 1905. (See Appendix LXXXV. (A).)

13. *Unemployed Workmen Act, 1905.*—I do not think that the Unemployed Workmen Act has been of any real benefit. I am of opinion that it was a mistake to create another body to administer relief to the unemployed, and I believe that efficient administration by the Poor Law guardians would have accomplished everything that was necessary. The Act was passed at a time of great political unrest, and amid much popular excitement. There seemed a general demand at the time for the creation of a new body to relieve the guardians of the poor of what was really the most difficult part of their work. The Act has proved a failure, and it is hard to realise now why there should have appeared such an overwhelming necessity to take away from the guardians work which had been carried out by them all over the country from 1834, and in many places with conspicuous success. Possibly the disenfranchisement attending the acceptance of Poor Law relief, and the near approach of a general election, were the prevailing reasons; nevertheless, the result of the Act has been to establish a privileged class of pauper. There are, however, one or two features connected with the Unemployed Workmen Act which are good and important, *e.g.*, the necessity for investigation of the cases, and the underlying principle that each case must be treated on its merits, and that relief must not be showered on the hundreds. Moreover, many of the regulations of the Local Government Board are distinctly good; for instance, the stipulation that men shall not be employed spasmodically on relief works, but that when such works are inaugurated the men shall be required to work continuously day by day, only giving them opportunities to search for regular employment (*vide* Article V. (1)).

14. I believe that the establishment of labour bureaux might be beneficial if the offices were used by all workmen out of employment, and an effective system of interchange of information between various towns established.

APPENDIX No. LXXXV.—Continued.

15. I regard relief or provided works as a mere palliative, and I consider that they effect no lasting improvement. In proof of this I would mention that for the year ending

March 31st, 1907, the Corporation of Leicester put in hand various works of admitted utility, and expended in wages £6,941. The following are the particulars:—

WORK PROVIDED BY LOCAL AUTHORITY WITH OR WITHOUT CONTRIBUTIONS FROM THE DISTRESS COMMITTEE BETWEEN 1ST APRIL, 1906, AND 31ST MARCH, 1907.

Nature of Work.	Number of Men.	Total Number of Days.	Average Period of Employment for each Person.	Rate of Pay.	Total.
					£ s. d.
Levelling Belgrave Sewage Farm -	41	240	6 days	2s. 10d. per day	35 10 9
Levelling ground on Western Park	37	251	6½ "	2s. 10d. per day	33 19 4
Ditto ditto	73	1,489	21 "	5d. per hour	249 9 7
Gilroes Cemetery Extension - -	159†	9,244	58 "	5½d. per hour	1,810 3 5
Tributary Sewers, St Margaret's Ward.	177‡	8,662	49 "	5½d. to 6¾d. per hour.	1,822 16 8
*Newton Ward - - - -	34	5,932	174½ "	6d. to 6¾d. per hour.	1,357 13 5
*Gilroes Cemetery Draining - -	112	1,503	13½ "	6d. per hour	325 14 3
*Belgrave Pumping Station and at Destructor.	4	78	24 "	6d. per hour	18 2 10
*Tributary Sewers, Hinckley Road -	44	1,836	42 "	6d. to 6¾d. per hour.	408 13 8
*Saffron Lane Improvement - -	36	2,511	70 "	6d. per hour	589 17 9
*Water Department, Laying Mains -	21	789	37½ "	6d. per hour	188 16 0
*Gas Department, Laying Mains -	17	440	24½ "	6d. per hour	100 17 6
		35,844			6,941 15 2

* Work provided *without* a contribution from the distress committee.

† Including 6 men not registered. ‡ Including 11 men not registered.

16. The works have been finished, but it cannot be said that they have effected any permanent reduction in the number of unemployed. On the contrary, I am inclined to think that in consequence of "unemployed labour" being used on the works the men who would, in the ordinary course, have been employed have been obliged to go elsewhere and seek for jobs. I am afraid the commencement of relief works every year is not a good thing for the town. A writer in the *Spectator* a few weeks ago remarked that you could have as many unemployed as you liked to pay for! I believe this to be true, and the annual inauguration of relief works is only an invitation to the less competent of all classes to come to or remain in Leicester, and a promise to organise for their benefit an industry at the expense of the free ratepayer. I am, at the same time, bound to confess that it requires considerable fortitude for a member of a town council to display firmness and resist the demand for the corporation to institute works when he knows that there are many men out of work walking the streets; and the difficulty is increased if he has to seek re-election in a few weeks from a working-class constituency.

17. With regard to emigration, I would state that I am strongly in favour of providing every facility for suitable men to emigrate if they desire to do so, but great care should be taken that they have work provided for them to go to, and I agree generally with the regulations prepared by the Local Government Board on this subject (*vide* Article III. (1)).

18. *Farm Colonies.*—I have given considerable time and thought to the subject of farm colonies and, within certain limits, I am thoroughly in favour of their establishment. In my opinion, however, it is useless to establish a farm colony without having a system of small holdings. It is useless to train men at a farm colony simply to become farm labourers—such a policy gives no scope for ambition and must end in failure. In connection with every farm colony there should be devised a scheme for small holdings or allotments, so that men when trained may have an opportunity of becoming proprietors with a stake in the land.

19. I offered £1,000 towards the cost of establishing a farm colony for Leicester, and, arising out of that offer, three members of the distress committee prepared a report on the establishment of a farm colony, and I quote with approval the summary and recommendations of those gentlemen:—

"We are of opinion that the establishment of a farm colony must be regarded as an experiment. We prefer to steer a middle course between the policy of the enthusiast who cries 'Back to the land,' and the pessimist who considers it folly for 'a cobbler to go beyond his last.' In our judgment it is only after careful testing of each individual case that any good can result from the experiment. It is idle to expect that men can be put on the land by hundreds, for it is only after careful training and the formation of a distinct bias for a country life that any good will accrue from establishing a man in a small holding. It is only the very thrifty and hard-working who can hope to succeed.

"We recommend the sub-committee in the first instance to ascertain from the inquiry sub-committee, how many cases there are on the books which, after investigation, are found to be genuine, and in which the applicants have a desire to leave the town and work in the country. If there is a sufficient number of these cases, then we consider that a farm colony might be justifiably established, and an appeal for support made to the public with reason. We think, however, that in the organisation of the colony, the points we have mentioned should be carefully considered, and we feel strongly that overtures should be opened with the county council of the district where the colony is established, or with the Leicestershire Council, for the preparation of a scheme for small holdings, and that some fund should be arranged for lending a little capital to the men desirous of taking small holdings after they have been trained on the farm. In addition, facilities and aid should be given to the men to emigrate, if they wish to do so, after they have completed their course at the colony."

Unfortunately the requisite funds could not be raised and, therefore, no colony was established.

APPENDIX No. LXXXV.—*Continued.*

20. In the foregoing paragraphs I have had in mind a colony for training respectable men. As regards, however, the wastrel and incorrigible loafer, I am strongly of opinion that the Government should establish labour farms on which such persons might be segregated and compelled to work, with penal consequences in case of refusal or neglect.

21. For many years "unemployed benefit" has been attached to several of the large trade unions, such as the Engineers', Carpenters', Building Trades, Cabinet-makers', and other organisations for skilled labour, with remarkably good results, and I am glad to hear that the boot and shoe trade are moving in the same direction, and it will be a good thing when their scheme is in full operation. I wish the same principle could be extended to all trades.

22. I venture to believe that a capable and enlightened administration of the Poor Law would effect a considerable improvement in the condition of the country. I have no wish to cast any reflections on the Leicester Board of Guardians, but if it were possible—and the attempt is worth the making—to reduce the poor rate in Leicester by 6d. in the £, a considerable benefit to the public would ensue. The rates at the present time are 7s. 6d. in the £—1s. 11d. poor, and 5s. 7d. general district—and are quite as high as the inhabitants can bear, though they are

low in comparison with many other places, yet the fact remains that there are many useful enterprises delayed or abandoned in consequence of the present high rates. For instance, it is at present found impossible to build a town hall, an art gallery, a training college for teachers, a new secondary school for girls, and to re-model and bring up-to-date many of the old schools in the town. All these works are admittedly of permanent utility and such as a large town like Leicester should undertake, but their cost is prohibitive. If, however, the poor rate could be reduced by 6d. in the £ there would, without raising the present total of rates, be a sum of some £24,000 per annum available to pay the interest and sinking fund on the capital cost of these undertakings. In other words, it would be possible without increasing the present burdens of the ratepayers to expend a capital sum of about £400,000 in useful works for the convenience and well-being of the community. The Elizabethan theory of "putting the poor to work" is impracticable and, as I have said, I am strongly of opinion that relief works as now instituted are quite useless, and their annual inauguration probably creates the unemployed, yet I am inclined to think that the erection of the large buildings mentioned could not be classed in either category, but might be of permanent utility in equalising and steadying the present disturbed condition of the labour market.

APPENDIX No. LXXXV (A.).

(*Handed in by Sir Edward Wood, Mayor of Leicester.*)

CORPORATION OF LEICESTER.

UNEMPLOYED—PARTICULARS AS TO LABOUR BUREAUX.

9th October, 1906.

Date.	Number of Men registered.	Number of Men employed.		Remarks.
		By Corporation.	By Private Employers.	
Winter 1892-3. December 8th, 1892, to January 28th, 1893.	1,715	Average 275 men daily from Dec. 10th to Jan. 28th.	No record	The Mayor opened a relief fund and £917 2s. 11d. was subscribed, which was distributed principally in food and fuel.
Winter 1893-4. November 13th, 1893, to February 22nd, 1894.	2,310	1,462	No record	
Winter 1896-7. November 30th, 1896, to about February 15th, 1897.	1,707	601	No record	
Winter 1901-2. December 11th, 1901, to March 21st, 1902.	1,053	719	No record	
November 26th, 1902, to March 4th, 1903.	1,839*	654	No record	* This includes 526 Army reservists.
December 17th, 1903, to March 23rd, 1904.	1,097	747	No record	Construction of electric tramways by direct labour in progress chiefly from April, 1903, to October, 1904, inclusive.
October 25th, 1904, to November, 1905.	2,275	1,977	No record	Bureau closed July 25th, 1905. Work continued until November.
November 14th, 1905, to September 30th, 1906.	1,823	453	102	

APPENDIX No. LXXXV. (A.)—Continued.

Date.	Number of Men employed.	Amount of Wages expended.	Description of Works.
		£ s. d.	
1886-7 } 1887-8 }	—	—	No record of anything special.
1888-9 - - -	48	12 16 0	Snow removal.
1889-90 - - -	—	—	
1890-1 - - -	20	17 14 2	Snow removal.
1891-2 - - -	386	139 16 9	Snow removal.
1892-3 - - -	Average 275 daily, Dec. 10th to Jan. 28th with break at Christmas.	1,818 16 8	Works of excavation on the western main sewer. The formation of footpaths on the London, Evington and Hinckley roads. The levelling and re-turfing of portions of recreation grounds. The painting of wood and iron work and pitching and paving at the cattle market. Levelling of land at the sewage works pumping station.
1893-4 - - -	50	25 6 8	Snow removal.
	622	240 14 0	Street sweeping (extra).
	1,032	416 11 6	Excavating foundations for footways.
	12	4 16 0	Riddling gravel.
	17	2 5 4	Parish Piece—filling up dyke and forming footway.
	21	8 8 0	Fever hospital—road making.
	115	34 19 6	Levelling and forming allotment gardens.
	304	102 10 0	Sewage farm—ballast burning.
1894-5 - - -	377	144 5 0	Excavating foundations for footways.
	227	87 19 9	Levelling and preparing at depôts.
	1,130	368 7 4	Extra street sweeping and snow removal.
1895-6 - - -	—	—	Nil.
1896-7 - - -	33	176 7 7	Widening brook.
	80	131 18 4	Pulling down buildings and levelling ground.
	20	37 4 8	Excavating foundations for footways.
	468	100 4 2	Extra street sweeping and snow removal.
1897-8 - - -	70	2,131 1 1	Widening brook.
	3	4 7 11	Pulling down old buildings.
	140	24 0 8	Extra street sweeping and snow removal.
1898-9 - - -	30	38 5 1	Levelling ground.
	79	7 18 0	Extra street sweeping and clearing up snow.
1899-1900 - - -	676	85 10 2	Extra street sweeping and snow removal.
	229	263 18 1	Western Park—grubbing up hedges, etc.
1900-1 - - -	265	80 5 4	Extra street sweeping and snow removal.
	35	134 9 0	Road widening.
1901-2 - - -	801	139 4 1	Extra street sweeping and snow removal.
	8	15 12 0	Pulling down old buildings.
	70	110 16 2	Road making.
1901-2 } 1902-3 }	483	530 0 11	Brick breaking at sewage farm.
1902-3 - - -	554	636 5 10	Digging, levelling and clearing site, and river improvement works.
1903-4 - - -	474	406 19 4	Digging, extra street sweeping, and tree planting.
	82	69 12 6	Aylestone recreation ground—laying out.
1904-5 - - -	1,527	1,525 3 4	Extra street sweeping, attendance on stone crusher, excavation for road improvement, screening gravel, digging, drainage, snow removal, road making.
Jan. to Dec., 1905 -	450	689 2 8	Spade cultivation.
Aug. to Sept., 1905 -	66	86 10 3	Laying out Westcotes Park.
1905 - - -	64	64 16 9	Laying out Westcotes Garden.

APPENDIX No. LXXXVI. (A).

Handed in by Mr. W. H. Beveridge. (Q. 77893.)

MEMORANDUM AS TO FUTURE OF LABOUR EXCHANGES.

First Best.—Labour exchanges will always be most seriously hampered in their work, so long as they have any apparent association with the direct relief of distress. As instruments of industrial organisation they need industrial management. The central supervising authority should be the Board of Trade. The local management should be in the hands of a body or bodies, representative of local employers and employed, working either directly under the Board of Trade (the expenses being made a national burden) or also under the principal local authorities, London County Council, town, or county council (not on any account distress committees, or their like), if the expense remained still in part a local burden.

Second Best.—Labour exchanges need to be recognised, industrialised, nationalised. An immediate step can be taken towards all three objects by the establishment under the Board of Trade, of a labour exchange department (*c.p.*, emigrants information office), to become the organising and stimulating centre for the movement throughout the country.

The expense of the office itself would be small, £1,000 to £2,000 a year. It would consist in essence of one responsible official (plus the necessary ministerial staff)

aided by a small strong committee of really representative employers and employed.

But if the department is really to stimulate and control action in local authorities (town councils, the Central Unemployed Body, etc.), it must have control of another and much larger sum from which it could pay a definite proportion of the cost of any exchanges set up and worked to its approval. In London, for instance, the Central Unemployed Body spends now £10,000 a year on the twenty-five local and one central exchanges wholly under its control. The exchange Department would agree, on conditions, to pay from its national resources half of this, or a larger expense. It certainly need not be anticipated that in the first year any very large grant would be required. The possibility of £25,000 would be ample for the whole country.

Third Best.—As second best, except with Local Government Board in place of Board of Trade. If there is any difficulty in putting the exchanges department under the Board of Trade (since local authorities in all their other dealings are under the Local Government Board), the department would be quite possible under the Local Government Board. But it has to be remembered that it is the Board of Trade which is in touch with trade unions and employers.

APPENDIX No. LXXXVI. (B.)

Handed in by Mr. W. H. Beveridge. (Q. 78032.)

21, Park Mansions,
South Lambeth Road, S.W.
April 26th, 1908.

DEAR SIR,—I find that it would be impossible without immense labour to make a full statement of the number of individual persons placed in situations by *all* the Metropolitan employment exchanges as compared with the number of separate situations filled. I hope, however, that the enclosed statements with regard to two exchanges—which, so far as I know, are a fair sample of the others—will serve to answer Mrs. Bosanquet's question. It will be seen that in one case 574 vacancies were filled by 533 persons, and in the other 902 vacancies by 793 persons, making altogether 1,476 vacancies and 1,326 persons, which gives a proportion of 111 to 100. The difference here shown is probably slightly greater than the true difference in regard to our general figures, because the Camberwell Returns include the temporary Post Office situations which do not appear in the general returns of the exchange work.

Yours faithfully,
(Signed) W. H. BEVERIDGE.

NUMBER OF PERSONS FROM THE BETHNAL GREEN
REGISTER PLACED IN SITUATIONS DURING THE
SIX MONTHS (OCTOBER, 1907, TO MARCH, 1908).

	Persons.
One situation - - - - -	499
Two situations - - - - -	27
Three situations - - - - -	7
Making a total of 574 vacancies filled by 533 persons.	

STATEMENT OF WORKPEOPLE FOUND EMPLOYMENT FROM
CAMBERWELL EMPLOYMENT EXCHANGE, EITHER
FOR LOCAL EMPLOYERS OR FOR EMPLOYERS IN
OTHER LONDON DISTRICTS, FROM OCTOBER 1ST,
1907, TO MARCH 31ST, 1908.

Number of workers who had received one job only through medium of exchange	- 700	700
Number who have received two jobs -	- 78	156
Number who have received three jobs -	- 14	42
Number who have received four jobs -	- 1	4
	793	902

Number of positions filled in period as set out above - 902
Number of different employees engaged for same - 793
This includes 104 men for Post Office; 123 men for Jones Higgins' sale.

(Signed) J. A. C. CAMERON.
Superintendent.

Camberwell Employment Exchange,
131, Peckham Road, S.E.
April 24th, 1908.

APPENDIX No. LXXXVI. (C).

Handed in by Mr. W. H. Beveridge. (Q. 78041.)

THE CENTRAL (UNEMPLOYED) BODY FOR LONDON.

EMPLOYMENT EXCHANGES AND THE SCHOOLS.

Part of the work of any complete system of employment exchanges must undoubtedly be concerned with the entry of boys and girls into industrial life. At present, except for the work of a certain number of voluntary "skilled employment" committees, this entry takes place more or less at haphazard. There would be certain obvious advantages in organising the entry of the young into industrial life, as part of a general organisation of the labour market, so that boys and girls leaving school applied naturally to an exchange in touch with the employers of a district.

These advantages would be :—

- (1) To secure the selection of children for the occupations for which they are best fitted.

- (2) In the working of the exchange, to collect valuable information as to the subsequent careers of children entering various occupations, and so not only to form public opinion as to the desirability or undesirability of certain occupations, but to indicate in the latter case what remedies are possible.

- (3) By keeping watch on the labour market generally to assist the authority concerned with industrial or technical education, by indicating both the industries in which there is a growing demand for labour and the qualifications required.

It appears desirable therefore that the Exchanges Committee should approach the Education Committee of the London County Council with a view to an informal discussion as to possibilities and methods of co-operation.

APPENDIX No. LXXXVI. (D).

Handed in by Mr. W. H. Beveridge. (Q. 78162.)

COPY OF LETTER SENT TO CENTRAL BODY AND TO THE PRESS.

The Joint Board representing the Parliamentary Committee of the Trade Union Congress, the General Federation of Trade Unions, and The Labour Representation Committee.

168-170, Temple Chambers,

Temple Avenue, London, E.C.

May 29th, 1907.

DEAR SIR,—The report of the deputation which waited upon your employment exchanges committee some time ago, consisting of Mr. W. C. Steadman, J.P., M.P., Mr. Curran and Mr. Pease, has been considered by the board.

The purpose of the deputation was to urge upon your employment exchanges committee the desirability of agreeing to the following conditions in their endeavours to establish labour exchanges :—

- (1) That labour registers or exchanges should not be used to the detriment of organised labour by preference of employment being given to non-union workmen, nor by the supplying of workers during any industrial lock-out or dispute, *nor in any case providing labour at less than the recognised rate of wages or under conditions of employment other than those obtaining in each particular trade in the district.*

- (2) That such trade unions as agree to register their unemployed members at labour exchanges shall provide their own vacant books and with the exception of the place of registration shall be allowed to continue their present methods.

- (3) That where an organised system of registration is already in existence, covering any trade, such registration shall be accepted by the distress committee in the locality as sufficient for the purposes of that trade, and the members of such unions shall participate in the operations of the exchange in the same manner as those who register directly.

We gather that the committee is unwilling to agree to the latter part of No. 1 (in italics).

Under these circumstances we can take no other course than advise the workers of London to refrain from patronising or supporting your exchanges in any way whatever.

Yours faithfully,

(Signed) W. C. STEADMAN,

J. RAMSAY MACDONALD,

I. H. MITCHELL.

Central (Unemployed) Body for London,
165, Temple Chambers, Temple Avenue, E.C.

MEMORANDUM ON RELATION OF EMPLOYMENT EXCHANGES TO TRADE UNIONS.

Employment exchanges :—

- (1) *Must* be impartial as between employers and employed, upon whose voluntary co-operation they depend, and in order to be impartial must avoid the responsibility for decision of questions in which the interests of the two parties are opposed ;

- (2) *Should* as a public facility be so far as possible available to all who choose to employ them ;

- (3) *Should* avoid so far as possible deliberate competition with existing agencies in the same field, whether conducted for profit or as part of an industrial organisation.

Trade Disputes.

The Metropolitan Exchanges are at present, by virtue of a provisional instruction to the superintendents, working under what is commonly adopted in the German registries as the "strike clause.*" They may not register either vacancies created or men unemployed by reason of a dispute. They are market places for labour in time of peace, not time of war.

* This clause is not now common in the German Public Exchanges. The commonest rule is that mentioned just below, viz.:—to notify to applicants all situations whatever, but to call attention to those which are due to a dispute.—W.H.B. June, 1908.

APPENDIX No. LXXXVI. (D.)—continued.

Handed in by Mr. W. H. Beveridge. (Q. 78370 (a)).

In some of the German registries managed by joint representative committees of employers and employed no regular strike clause is enforced, and the exchanges continue their operations even within the scope of the dispute, but :—

- (1) Any importation of labour from a distance through the exchange is avoided ;
- (2) Any man to whom a vacancy created by a dispute is notified is at the same time told of the dispute and is given an opportunity of at once refusing the vacancy.

Trade Union Registries.

Wherever a trade union has a recognised system of registration and transference of information as to the state of the labour market, the use of this system becomes one of the reasons for joining the union.

For a public employment exchange to set up in vigorous competition with such existing registries is undesirable under both the first and the third principles stated above.

There are two alternative courses to vigorous competition with existing trade union registries, viz., co-operation with them or complete or partial withdrawal from the ground covered by them.

(a) *Co-operation.*—The basis of the trade union registry is the "vacant" book, signed daily by the members :—

(1) Trade unions might be allowed to keep their vacant books at the office of the exchange, the men signing being treated as registered at the exchange and receiving notice of suitable situations as if so registered. This form of co-operation might be described as *Association* ;

(2) Trade unions might continue to keep their vacant books as at present at some address known to the exchange superintendent, on the understanding that notice of suitable vacancies notified to the Exchange should be sent on thence to the office of the vacant book, which would thus also be treated as a part of the exchange register. This form of co-operation might be described as *Affiliation*.

Subject to their proving administratively possible the choice of one or other of these modes of co-operation should be offered to every trade union or union branch. The details should be settled by the local committees.

(b) *Withdrawal* from ground covered by existing registries. This might take two forms :—

(1) Complete withdrawal, i.e., absolute refusal by the exchange to register either vacancies or men in certain branches of the work, on the ground that the need of an exchange was already fully met by the trade union registry ;

(2) Withdrawal from deliberate competition. The exchange would not refuse to register any vacancy or any workman, but the superintendent would be generally instructed to abstain from canvassing employers for the supply of labour to them in any branches of work presumed to be covered by an existing trade union registry.

Of those two methods of withdrawal, the first is contrary to the second principle stated above, and could only be adopted on very definite proof of a complete system of registration by the union. The second method would have practically the same effect where there was such a complete system, because, without canvassing, employers in trades enjoying such a system would never apply to the exchange. The second method could also be far more widely applied, i.e., wherever the effective existence of a trade union registry could be fairly presumed, not only where it could be proved.

Without any formal violation of the principle of general availability and without any arbitrary curtailment of the activities of the exchange, the superintendent would, in fact, be set free to devote his attention to what, from the point of view of an authority for dealing with the unemployed, is really the most important object—dealing with the semi-skilled or unskilled labourer.

It might be possible to combine complete withdrawal from some branches of work with partial withdrawal (i.e., abstention from canvassing) in regard to larger classes of work.

Wages, Hours, and Conditions of Labour.

Employment exchanges cannot consistently with the fundamental principle of impartiality, refuse to register and notify vacancies either :—

(1) On the ground that they are inconsistent with the conditions as to wages, hours, etc., laid down on behalf of one party (employers or employed) alone ; or

(2) On the ground that they are inconsistent with conditions as to wages, hours, etc., which are merely "customary" or vaguely "recognised."

In either case the exchange exceeds its proper functions—it is not an employer but a market-place for employers and employed—and takes responsibilities directly or indirectly forcing it into a position of partiality.

In some branches of work there may indeed be wages and hours "recognised" by practically representative bodies alike of employers and employed. In some German registries such representative bodies on each side, agreeing to use the public exchange for all their work, are allowed to impose upon it also the rules as to wages, hours, and conditions agreed upon between them. The exchange formally "recognises" terms agreed upon by practically all employers and employed.* The possibility of following this example in England is worth bearing in mind.

The difficulty about such a course is that it may involve abandonment by the exchanges of just that field of action where they are most needed. Except where the body of labour outside the "recognised" terms is insignificant, to leave it alone will simply cause it to continue as before without hope of improvement. In conclusion, it is desirable to avoid, as far as possible, laying down finally, and for all time, rules as to the working of the exchanges, other than the general principles stated at the beginning of this Memorandum. Experience of working may show many anticipated dangers to be imaginary, and may reveal others at present unsuspected. The important things to do are :—

(1) To make to all unions an offer of co-operation in one or both of the methods indicated, with an offer of withdrawal from *deliberate competition* as a second alternative.

(2) To watch very carefully the actual working of the exchanges, especially as to class of labour supplied, rates and methods of remuneration, occupations into which boys are sent, with a readiness at once to take, as soon as necessity is proved, measures to prevent the exchanges from interfering detrimentally in the bargain between employers and employed, as to the terms and conditions of service.

(3) As a practical measure to devote most attention to organised dealing with irregular semi-skilled or unskilled labour. This is at once the most serious side of the problem with which the exchanges have to deal, and the side on which they are least likely to come into real or apparent conflict with existing organisations.

* This memorandum was written before I had had an opportunity of visiting any of the German Exchanges. So far as I have since been able to discover, no public exchange (i.e., no exchange wholly or partly supported by municipal funds), in fact "recognises" standard rates in this way or refuse to register and notify a situation on the ground that the wages are not up to standard. Where an exchange is established and maintained directly by joint agreement between unions of employers and employed which have also agreed upon standard rates the case is of course different. Such exchanges sometimes not only refuse to register situations in which the standard rate is not observed, but also refuse to register men who have worked for firms standing outside the association.—W.H.B. June, 1908.

Handed in by Mr. W. H. Beveridge. (Q. 78370 (a)).

SCHEDULES AND SPECIMENS OF CHIEF FORMS USED IN LABOUR EXCHANGES IN LONDON.

SCHEDULES OF FORMS AND OFFICE STATIONERY.

- A.—Application form on index card for filing, in two colours (green for men and cherry for women). White, girls (under eighteen); yellow, boys (under eighteen). (For specimen of form *see below*.)

B.—Postcard to workman summoning to receive notice of a situation. (For specimen of form *see below*.)

C.—Double postcard to employer, notifying men sent for a situation, and asking for reply as to man or men engaged. (For specimen of form *see below*.)

D.—Daily return showing occupations of men registered to be posted each evening to the Central Exchange. (For specimen of form *see p. .*)

E.—Notification of an unfilled situation to be sent to Central Exchange as required. (For specimen of form *see p. .*)

F.—Weekly return showing numbers in Live Register at end of week, new applications, situations notified, situations filled, etc., to be made up and sent to Central Exchange each Saturday. (For specimen of form *see p. .*)
- G.—Occupation book, classifying all men registered on the basis of Form D. (No sample books available.)

H.—Order book, showing situations notified each day with action taken. (No sample books available.)

I.—Circular letter to employers calling attention to the Exchange. (Now obsolete owing to provision of typewriters and cyclostyles, but for specimen *see p. .*)

J.—Order postcards addressed to the superintendents for notifying situations, to be enclosed with Form I. (Now obsolete owing to provision of typewriters and cyclostyles, but for specimen *see p. .*)

K.—Circular letter to previous employer inquiring as to applicant's capacity. Also Forms O, P, and Q. (For specimen of form *see p. .*)

L.—Notification to Central Exchange of the filling of a situation previously notified as unfilled. (For specimen of form *see p. .*)

M.—Circular *re* Charwomen. (For specimen of form *see p. .*)

FORM A.

REGISTRATION CARD.

Surname	Christian Name	Date
Full Address	Age	Renewed
	Married or Single	
Employment required		
Qualifications for such Employment		
Previous employer or employers in such work with full Address	Time with and date of leaving	
Other work for which suited		How disposed of
Remarks		

FORM B.

FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE.

(Unemployed Workmen Act, 1905.)

48, Myddelton Street,

(Near Northampton Institute,)

Finsbury, E.C.

190

With reference to your application for employment, if you are still disengaged please call on me at the above address,

on next, at o'clock sharp.

W. E. EXCELL.

Superintendent.

FORM C.

FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE.

190

In response to your request for

I am sending for your selection the bearer whose name is given on the attached card

Should you engage him would you be good enough to her.

have this card so marked and returned to this Exchange.

W. E. EXCELL,

Superintendent.

NAMES.

ENGAGED.

(Please cross out those NOT engaged.)

Signed

Telephone 5426 Holborn.

APPENDIX No. LXXXVI. (E.)—Continued.

Handed in by Mr. W. H. Beveridge. (Q. 78370 (a.)).

FORM D.

A.—BUILDING TRADES.

Bricklayers	-	-	-	-	-
Masons—					
Hard	-	-	-	-	-
Soft	-	-	-	-	-
Paviour	-	-	-	-	-
Carpenters	-	-	-	-	-
Joiners	-	-	-	-	-
Plumbers	-	-	-	-	-
Painters	-	-	-	-	-
Plasterers	-	-	-	-	-
Paperhangers	-	-	-	-	-
Slaters and tilers	-	-	-	-	-
Gas and hot water fitters	-	-	-	-	-
Scaffolders	-	-	-	-	-
Bricklayers' labourers	-	-	-	-	-
Masons'	-	-	-	-	-
Carpenters'	-	-	-	-	-
Plumbers'	-	-	-	-	-
Painters'	-	-	-	-	-
Plasterers'	-	-	-	-	-
Handyman	-	-	-	-	-
Navvy	-	-	-	-	-
General builders' labourers	-	-	-	-	-

B.—WOOD WORKERS.

Cabinet makers	-	-	-	-	-
French polishers	-	-	-	-	-
Carvers	-	-	-	-	-
Sawyers	-	-	-	-	-
Coopers—					
Dry	-	-	-	-	-
Wet	-	-	-	-	-
Machinists	-	-	-	-	-
Coach builders	-	-	-	-	-
Wheelwrights	-	-	-	-	-
Turners	-	-	-	-	-
Coach painters	-	-	-	-	-
" " labourers	-	-	-	-	-
Packing-case maker	-	-	-	-	-
Labourers	-	-	-	-	-

C.—METAL WORKERS.

Fitters and turners	-	-	-	-	-
Boiler-makers	-	-	-	-	-
Blacksmiths	-	-	-	-	-
Farriers	-	-	-	-	-
Brass workers	-	-	-	-	-
Pattern-makers	-	-	-	-	-
Moulders	-	-	-	-	-
Tank-makers	-	-	-	-	-
Tinsmiths	-	-	-	-	-
Wiremen	-	-	-	-	-
Wire workers	-	-	-	-	-
Labourers	-	-	-	-	-

D.—PRINTING AND PAPER TRADES.

Compositors	-	-	-	-	-
Machine managers	-	-	-	-	-
Bookbinders	-	-	-	-	-
Warehousemen and cutters	-	-	-	-	-
Lithographers	-	-	-	-	-
Cropper hands	-	-	-	-	-
Labourers	-	-	-	-	-

E.—DRESS.

Tailors—					
Cutters	-	-	-	-	-
Machinists	-	-	-	-	-
Pressers	-	-	-	-	-
Trimmers	-	-	-	-	-
Boot and shoe makers—					
Clickers	-	-	-	-	-
Lasters	-	-	-	-	-
Finishers	-	-	-	-	-
Rough stuff cutter	-	-	-	-	-
Repairers	-	-	-	-	-
Laundrymen and dyers	-	-	-	-	-

F.—FOOD AND TOBACCO.

Bakers	-	-	-	-	-
Cooks	-	-	-	-	-
Cigar makers	-	-	-	-	-
Cigarette makers	-	-	-	-	-
Roundsmen—					
Butchers	-	-	-	-	-
Bakers	-	-	-	-	-
Fruiters	-	-	-	-	-
Milk	-	-	-	-	-
Grocery and provisions	-	-	-	-	-

G.—GLASS, LEATHER, ETC.

Glass workers	-	-	-	-	-
Leather dressers	-	-	-	-	-
Harness and saddlery makers	-	-	-	-	-
Sack and tarpaulin makers	-	-	-	-	-
Glass bevellers	-	-	-	-	-
Glass silverers	-	-	-	-	-
Upholsterers	-	-	-	-	-
Rope makers	-	-	-	-	-
Cardboard box-makers	-	-	-	-	-

H.—TRANSPORT AND GENERAL.

Engine and crane drivers	-	-	-	-	-
Chaffeurs	-	-	-	-	-
Stokers	-	-	-	-	-
Carmen	-	-	-	-	-
Horsekeepers	-	-	-	-	-
Lift attendants	-	-	-	-	-
Warehousemen	-	-	-	-	-
Porters	-	-	-	-	-
Riverside labourers	-	-	-	-	-
Packers	-	-	-	-	-
General labourers	-	-	-	-	-
Caretakers	-	-	-	-	-
Watchmen	-	-	-	-	-

I.—OTHER TRADES.

Shop Assistants—					
Butchers	-	-	-	-	-
Bakers	-	-	-	-	-
Grocery and provisions	-	-	-	-	-
Drapery	-	-	-	-	-
Boots	-	-	-	-	-
Tobacconists	-	-	-	-	-
Gardeners	-	-	-	-	-
Clerks—					
Shorthand and type	-	-	-	-	-
Ledger	-	-	-	-	-
Entering	-	-	-	-	-
Builders	-	-	-	-	-
Timekeepers	-	-	-	-	-
Potmen	-	-	-	-	-
Barmen	-	-	-	-	-
Cellarmen	-	-	-	-	-
Waiters	-	-	-	-	-
Travellers	-	-	-	-	-
Male nurses and attendants	-	-	-	-	-

Total men - - - - -

J.—WOMEN.

Charwomen	-	-	-	-	-
Laundry hands	-	-	-	-	-
Tailoresses—					
Machinists	-	-	-	-	-
Pressers	-	-	-	-	-
Vest hands	-	-	-	-	-
Trouser hands	-	-	-	-	-
Dressmakers—					
Skirt hands	-	-	-	-	-
Bodice hands	-	-	-	-	-
Box-makers	-	-	-	-	-
Waitresses	-	-	-	-	-

APPENDIX No. LXXXVI. (E.)—Continued.

Handed in by Mr. W. H. Beveridge. (Q. 78370a).

FORM D—continued.

J.—WOMEN—continued.

Clerks	-	-	-	-	-	-
Shop assistants	-	-	-	-	-	-
Factory hands	-	-	-	-	-	-
Upholstresses	-	-	-	-	-	-
Total women	-	-	-	-	-	-

K.—BOYS (UNDER EIGHTEEN).

Office	-	-	-	-	-	-
Van	-	-	-	-	-	-
Cropper Boys	-	-	-	-	-	-
Errand	-	-	-	-	-	-
Warehouse	-	-	-	-	-	-
Factory	-	-	-	-	-	-
Layer on	-	-	-	-	-	-
Total boys	-	-	-	-	-	-

L.—GIRLS (UNDER EIGHTEEN).

Factory	-	-	-	-	-	-
Daily	-	-	-	-	-	-
Boot trades	-	-	-	-	-	-
Dress	-	-	-	-	-	-
Box-makers	-	-	-	-	-	-
Office	-	-	-	-	-	-
Total girls	-	-	-	-	-	-

M.—OTHER OCCUPATIONS.

Exchange—
Signature—
Date—

FORM E.

Employment Exchange.	How dealt with (Central Office).
19	
I have had notified to me a vacancy for	
Please send—suitable applicants by—o'clock on—to me.	
Superintendent.	

APPENDIX No. LXXXVI. (E.)—Continued.

Handed in by Mr. W. H. Beveridge. (Q. 78370a).

FORM F.

METROPOLITAN EMPLOYMENT EXCHANGES.

Employment Exchange.

Report for week ending 190

REGISTRATIONS.

		Building Trade.	Wood Workers.	Metal Workers.	Printing Trades.	Dress.	Food and Tobacco.	Glass and Leather.	Transport and General.	Other Occupations.	Total Men.	Boys.	Women.	Girls.	Total.	Total from 29th June, 1907, to date.
		A	B	C	D	E	F	G	H	I		J	K	L		
SAT. :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
MON. :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
TUES. :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
WED. :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
THURS. :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
FRI. :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
TOTALS :	Fresh registrations	-														
	Re-registrations	-														
	Renewals	-														
GRAND TOTAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

SITUATIONS NOTIFIED.

LOCAL :	Skilled	-	-	-												
	Skilled labour	-	-	-												
	Unskilled	-	-	-												
TOTAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
FROM OTHER DISTRICTS	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

LOCAL SITUATIONS FILLED.

	PERMANENT.															
LOCAL :	Skilled	-	-	-												
	Skilled labour	-	-	-												
	Unskilled	-	-	-												
FROM	Skilled	-	-	-												
OTHER	Skilled labour	-	-	-												
DISTRICTS	Unskilled	-	-	-												
TOTAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	TEMPORARY.															
LOCAL :	Skilled	-	-	-												
	Skilled labour	-	-	-												
	Unskilled	-	-	-												
FROM	Skilled	-	-	-												
OTHER	Skilled labour	-	-	-												
DISTRICTS	Unskilled	-	-	-												
TOTAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GRAND TOTAL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unfilled and reported to Central	-															
Placed in Other Districts	-															
Sent to Other Districts	-															

NOTE.—*Skilled*—Mechanics and similarly highly skilled workpeople.
Skilled Labour—Labourers who from constant occupation in a particular class of work acquire a certain amount of skill, such as mechanics' labourers, etc.
Temporary Situations—For the purposes of this Return all situations known to be for less than one month are treated as temporary.

APPENDIX No. LXXXVI. (E.)—*Continued.**Handed in by Mr. W. H. Beveridge. (Q. 78370a).*

FORM I.

FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE.

(Unemployed Workmen Act, 1905.)

Telephone No. 5426 Holborn.

48, Myddelton Street,
Finsbury, E.C.
(Near the Northampton Institute.)
190

DEAR SIR,—I beg to call your attention to the facilities offered by the Employment Exchange now established at the above address.

The exchange is intended simply to meet the ordinary business needs of employers seeking employees. It is part of an uniform system of exchanges covering the whole of London and connected by means of a central exchange which acts as a clearing house and makes it possible, if no suitable persons are on the books of the local exchange to which application is made in the first instance, to supply them from other parts of London. Apart from indoor domestic servants all classes of employees (*male and female*) are registered and may be obtained in this way. *No fees are charged.*

Every effort will be made to send in response to an order from you, those persons, *and only those persons*, who are suited to the work required and who may be relied on to perform it, *inquiries having been previously made as to the character and capacity of same.* It will greatly facilitate the efforts of the exchange in this direction if you will specify as closely as possible the nature and conditions of the situation offered. If desired several candidates can be sent for selection by the employer.

I enclose a few post cards, addressed to myself, containing a blank order form for employees, and I shall be happy to call on you at any time by appointment should you desire further information as to the exchange.—I am, dear sir,

Yours faithfully,
W. E. EXCELL,
Superintendent.

FORM J.

Address _____

190

To the Superintendent of the
Finsbury and Holborn Employment Exchange.

I have a vacancy for _____

Wages _____

Please send me _____ suitable applicants by _____

Signature _____

FORM L.

FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE.

48, Myddelton Street,
Finsbury, E.C.

190

Telephone No. 5426 Holborn.

SIR, _____

in asking to be recommended for employment as a _____
through the medium of
the above Employment Exchange has mentioned you as a
reference, stating that he was employed by you in that
capacity from _____ to _____
under Mr. _____ at a wage of _____
I should be glad to know if you can confirm the above
statements, and also whether he proved himself a capable
and reliable workman.—I am,

Yours faithfully,
W. E. EXCELL,
Superintendent.

FORM M.

Employment Exchange.

19

On the _____ I notified you of a vacancy for _____

This situation has now been filled by an applicant from _____

Superintendent.

How dealt with
(Central Office).

FORM N.

CENTRAL EMPLOYMENT EXCHANGE.

(Unemployed Workmen Act, 1905).

190

MADAM,—At the employment exchange which has been established at the above address the names of Women in want of daily work are registered. Should you at any time require a woman for daily charring, washing, needle-work, etc., I can at once, on receiving your order, send

you some women who seem to me suitable for your situation. I can in every case furnish you with the names and addresses of the references given by these women, but I do not take up the references myself except by special request.

This office is open daily from 9 to 6 o'clock, except on Saturdays when it is closed at 12.30 o'clock.

No fees are charged.—I am, Madam,

Your obedient servant,
Superintendent.

APPENDIX No. LXXXVI. (E.)—Continued.

Handed in by Mr. W. H. Beveridge. (Q. 78370a).'

FORM O.

THE FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE,

48, Myddelton Street,

Telephone Holborn 5426.

London, E.C.

190

To _____

Dear Sir/Sirs,

in asking to be recommended for employment as a _____

through the medium of the above Employment Exchange has mentioned you as a reference.

I shall be obliged if you will kindly reply to the undermentioned questions, and return the form at your earliest convenience.

Yours faithfully,

W. E. EXCELL,

Superintendent.

Particulars Required.	Replies.
1. How long has the applicant been in your employ ? (NOTE.—If employed by you on more than one occasion, kindly give dates and period of each employment.)	
2. Date of leaving - - - - -	
3. Reason for leaving ? - - - - -	
4. Was the applicant honest, sober, and industrious ? - - - - -	
5. In what capacity did applicant serve you ?	
6. Is applicant of good ability as a _____ ?	
7. Have you already given a character to any prospective employer ? - - - - -	
8. Did you obtain a good character concerning applicant before engaging him ? -	
Date _____	Signature _____

FORM P.

THE FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE,

48, Myddelton Street, E.C.

Telephone :
Holborn, 5426.

DEAR SIR (SIRS),

Having had the pleasure of submitting the undermentioned persons to you for selection for the employment stated, I should be greatly obliged if you would be so kind as to have this list marked, where you were able to engage, and returned to me at your early convenience.

Thanking you in anticipation,

Yours faithfully,

Superintendent.

Applicants' Names.	Situation Offering.	Employers' Remarks.

APPENDIX No. LXXXVI. (E)—*Continued.**Handed in by Mr. W. H. Beveridge. (Q. 78370a).*

FORM Q.

THE FINSBURY AND HOLBORN EMPLOYMENT EXCHANGE,

Telephone :
Holborn 5426.48, Myddelton Street,
Clerkenwell, E.C.

To _____

Dear Sir (Sirs),

The undermentioned persons having been advised by me to call upon you in reference to your order No. _____, for _____, I now have pleasure in submitting the following particulars.

Yours faithfully,

Superintendent.

Name and Address.	Age.	Height.	Complexion.	Particulars of last situation.

APPENDIX No. LXXXVII. (A.).

Handed in by Mr. H. R. Maynard. (Q. 78372 (28).)

ORIGINAL FORM, NOVEMBER, 1905.

RECORD PAPER.

Name of Central Body * _____

Name of Distress Committee _____

No. of Application _____

No. in Register _____

I.

- Name of Applicant :—
Surname
Christian names
- Present address in full
and duration of residence thereat
- Preceding address or addresses in full
and duration of residence thereat
- Age
- Trade, calling, employment, or occupation
- Condition (married or single, widow or widower) †
- Children or other dependents :—

No.	Age.	Sex.	Trade or Calling.

Other dependents :—

No.	Age.	Sex.	Trade or Calling.

- Actual Rent and number of rooms in applicant's tenancy†
No. of rooms sub-let (if any)
Deduct rent for rooms sub-let
Arrears of rent
- Nature and duration of applicant's last employment‡
Full name and address of employer
Name of foreman
- Date and cause of termination of applicant's last employment
- Rate of wages and average weekly earnings received by applicant in last employment †
- Particulars of other employment of applicant during last five years ‡
Full names and addresses of employers
Names of foremen
- Present income of applicant and dependents :— †
Earnings of applicants
Earnings of wife
Earnings of children
Earnings of other dependents
Receipts from—
Club or society
Charitable sources
Other sources

† If any information under this head is contained in an original letter or other document, or in a copy attached to or inserted in the Appendix, give reference to the Appendix.

‡ Here distinguish whether Applicant has been employed regularly or not; if not, at what time of the year he has been employed.

* Insert, except where the distress committee have the powers of a central body.

APPENDIX No. LXXXVII. (A.)—Continued.

Handed in by Mr. H. R. Maynard. (Q. 78372 (28).)

14. Relief :—*

If no relief has been received by applicant or any of his dependents - - - - -

If relief has been received by applicant or any of his dependents—

Date of last receipt - - - - -

From what Poor Law Union - - - - -

15. Particulars of membership, past or present, of trade or other provident society * - - -

16. Applicant's prospect of obtaining regular work or other means of supporting himself* - - -

17. Applicant's fitness—

For work on land in rural area - - - - -

For change of occupation - - - - -

Particulars of previous experience (if any) - - -

18. References to responsible persons :—

Full names and addresses - - - - -

Application received by * - - - - -

II.

19. Report (with date) on visit and inquiries at applicant's home by authorised officer, member, or other person* - - - - -

20. Report (with date) on case by authorised officer, member, or other person* - - - - -

21. Reports from references (if any) * - - - - -

22. Previous record (if any) of applicant :—

In record paper retained by Distress Committee - - -

In record paper retained by Central Body - - -

In register - - - - -

Elsewhere - - - - -

23. Decision or action on case (with date) - - - - -

24. Record of after history of case - - - - -

Statements of applicant, verified by * - - - - -

III.

APPENDIX.

(Here insert a copy of every letter or other document relating to the case, or attach the original.)

* If any information under this head is contained in an original letter or other documents, or in a copy attached to or inserted in the Appendix, give reference to the Appendix.

APPENDIX No. LXXXVII. (B.).

Handed in by Mr. H. R. Maynard. (Q. 78372 (28).)

MODIFIED FORM, JANUARY, 1906. RECORD PAPER.

THE CENTRAL (UNEMPLOYED) BODY FOR LONDON.

Distress Committee for _____

No. of Application _____

No. in Register _____

I.

1 and 2. (As in original form, see p. .) - - - - -

3. Preceding addresses during period of residential qualification - - - - -

and duration of residence thereat - - - - -

4. Age - - - - -

5. Ordinary employment - - - - -

6 and 7. (Practically the same as in original form, see p. .)

8. Actual rent and number of rooms in applicant's tenancy * - - - - -

Lodgers and rent payable - - - - -

9. Description and period of applicant's last employment :— †

(a) Full name and address of employer - - - - -

(b) Nature of employment - - - - -

(c) Duration and whether regular - - - - -

10 and 11. (As in original form, see p. .)

12. Particulars of previous employment of applicant during period of residential qualification † -

(a) Full name and address of employer - - - - -

(b) Nature of employment - - - - -

(c) Duration and whether regular - - - - -

(d) Date and cause of termination - - - - -

(e) Wages - - - - -

13. (As in original form, see p. .)

14. Relief :— *

If any has been received by applicant since October 1st, 1904 :—

Date of last receipt - - - - -

From what Poor Law Union - - - - -

(Questions 15, 16 and 18 of original paper omitted from modified form.)

15. (As in Question 17 of original form, see p. .)

II.

16. 17. 18. 19 and 20 (As in Questions 20 to 24 of original form, see p. .)

III.

APPENDIX.

(Here insert a copy of every letter or other document relating to the case, or attach the original.)

* If any information under this head is contained in an original letter, or other document, or in a copy attached to or inserted in the Appendix, give reference to the Appendix.

† Here distinguish whether Applicant has been employed regularly or not ; if not, at what time of the year he has been employed.

* If any information under this head is contained in an original letter, or other document, or in a copy attached to or inserted in the Appendix, give reference to the Appendix.

‡ Here distinguish whether Applicant has been employed regularly or not ; if not, at what time of the year he has been employed.

APPENDIX No. LXXXVII. (C.).

Handed in by Mr. H. R. Maynard. (Q. 78372 28)

THE CENTRAL (UNEMPLOYED) BODY FOR LONDON.

GENERAL INSTRUCTIONS TO DISTRESS COMMITTEES IN CONNECTION WITH THE OPENING OF REGISTERS.

N.B.—As the register of applicants for relief employment is to be kept quite distinct from the employment exchange, the use of the term “labour bureau” or any similar term in connection with the Register should be avoided.

In order to secure as far as possible the necessary degree of uniformity in the methods of the various distress committees, the Central Body have drawn up the following instructions.

A.—GENERAL.

In carrying out the ordinary requirements of the Act and of the Regulations as to cases eligible (Art. II. (1) (4) and cases for preference (Art. II. (2)), the following points should be specially borne in mind, both in filling up record papers and in deciding upon cases:—

(1) Whether the applicant is temporarily unable to obtain work from exceptional causes over which he has no control or is only in a normal condition of chronic casual employment.

(2) Whether temporary unemployment is due to ordinary seasonal causes or whether there is exceptional distress for the time of year.

(3) Whether exceptional distress is due to change in the circumstances of the applicant (*e.g.*, to age, illness or other personal causes) or of the firms or persons employing him (*e.g.*, bankruptcy, removal, etc.), or of the industry itself. In the last case information should be collected and reported to the Central Body under Section I. (2) of the Act.

(4) Whether the case is normally one of industrial independence or one of chronic dependence on charity or poor relief.

B.—VOLUNTEER ASSISTANCE.

It is hoped that distress committees will avail themselves of as much experienced voluntary assistance as may be obtainable. Such volunteers should be definitely appointed by the distress committee as “persons authorised” under the Regulations of the Local Government Board, Art. II.

C.—ANNOUNCEMENT OF OPENING OF REGISTERS.

1 The announcements must be in the following form (copies to be supplied by the Central Body):—

CENTRAL (UNEMPLOYED) BODY FOR LONDON
DISTRESS COMMITTEE for.....

OPENING OF REGISTERS.

Temporarily unemployed men or women who are usually self-supporting, and who have been resident in the County of London for not less than twelve months, may register at (*time and place for men and women respectively to be inserted here*).

2. A specified number of these posters will be issued to each distress committee, viz., a number equal to the figure of the percentage scale of allotment multiplied by ten.

3. The posters are to be exhibited at places ordinarily utilised for official announcements in the borough, and no expenses will be sanctioned for the purpose of general advertising.

D.—RECEIPT OF APPLICATIONS.

1. Facilities should be given for the registration of women either at a different time or at a different place from that of men. (For instructions as to women, see separate form.)

If possible, arrangements should be made so that each applicant may be interviewed out of earshot of the others.

2. A notice should be placed in the office, stating:—

(a) That the applicants will be expected to furnish any particulars required.

(b) That they will be expected to sign the record papers when filled in.

(c) That verification as may be considered necessary of their statements will be made; and

(d) That employment cannot be guaranteed.

(e) That after having made application, applicants are requested not to call again unless sent for.

To this notice the attention of the applicants should be drawn before the record paper is filled in.

Copies of this notice will be supplied by the central office.

3. Single men, qualified by residence, must be registered, although, unless with parents or relatives dependent, they will not rank as preference cases.

E.—RECORD PAPERS.

1. Record papers must be filled up by the representative of the distress committee in conversation with the applicant and not by the applicant himself. The information required for the settlement of the questions set out in Section A. will differ in different cases, and the matter cannot be left to the judgment of the applicant. The form when filled in should be read over to applicant, who should then sign it.

2. Copies of the record paper will be supplied in future by the Central Body.

3. The following points should be borne in mind by the representative of the Committee in connection with the specific questions on the record papers:—

(5) *Ordinary Employment.*—Ascertain carefully the exact nature of applicant's ordinary employment, noting not only the trade but the class of work in the trade. Many painters' labourers (*e.g.*) will describe themselves as painters, while on the other hand skilled men will sometimes call themselves labourers because they think they will thereby increase their chance of selection for unskilled work. The particulars as to past employment under Questions 9, 10, 11 and 12, and especially wages received, will often afford means of checking statements under this head.

It should be ascertained if possible whether applicant has learnt any trade, and if so, whether he was apprenticed under an agreement. In cases where applicant is twenty-one years of age or under, he should be asked for information as to what work he was put to on leaving school and the wages earned; what occupations (if any) he may have taken up since, and how long he was employed in each.

(9), (10), (11) *Last Employment.*—Ascertain whether there was some situation or definite piece of work formerly filled by the applicant and now terminated. All the particulars asked for in these questions, including cause and date of leaving, are necessary for this purpose. For if there has been no definite change in the position and prospects of the applicant, due to the loss of employment previously available, the applicant's condition must be regarded as normal, and the case will be ineligible under the general principle A. (1) above.

The note as to regularity of employment should not be overlooked, since the fact of regular or casual

APPENDIX No. LXXXVII. (C).—*Continued.**Handed in by Mr. H. R. Maynard. (Q. 78372 37).)*

employment often gives (due allowance being made for the nature of the trade) an indication of the applicant's industrial status and standard of living.

(12) *Previous Employment.*—Under the heading "Particulars of Previous Employment" should be recorded all the particulars asked for under questions 9, 10 and 11 in the case of last employment (*viz.* : nature; names and addresses of employers; duration and whether regular; date and cause of leaving; wages) and the same distinction between a definite employment now terminated and inadequate or intermittent employment still available, should not be overlooked.

It is important that evidence covering, in more or less detail, the whole of the past twelve months should be obtained, in order that a judgment may be formed as to whether the present unemployment is the usual seasonal condition at the time of the application, or whether there is exceptional distress.

(13) *Present Income.*—The total income given should be compared with the number of dependents, rent payable, wages and date of termination of last employment, and if it is obviously inadequate even to the bare subsistence of the family, further inquiries should be made as to other sources of income.

(14) *Poor Law Relief.*—Note that receipt of Poor Law relief (other than medical relief) within twelve months of date of application disqualifies.

(15) *Applicant's Fitness, etc.*—This becomes specially important in cases of change in the circumstances of an applicant's occupation, but should be noted in all cases in order to bring the possibility before the notice of the applicant:—

(a) *Work on Land.*—Note not only physical fitness but also experience of farm or garden work, or any evidence of adaptability. Place of birth and time resident in London should be ascertained if possible.

(b) *Change of Occupation.*—Ask as to chance of return to former occupation (if any). Note also any ideas applicant may have as to prospects of obtaining work in other parts of London or in the provinces, or fitness and willingness for emigration. (For special information to be obtained in cases of desire for emigration, see separate instructions to be issued later. In the meantime a special list of such cases should be kept.)

Every applicant should be asked definitely whether he wishes either to emigrate or to migrate.

(16) *Report on Home.*—Give brief notes on character of home (comfort, cleanliness, etc.) and evidence as to care of children, and efforts for thrift.

(18) *Previous Record.*—Cases already registered before being recommended by the distress committee must be carefully investigated as regards their recent history.

Cases already registered and classed as ineligible should be reported to the distress committee prior to further investigation, so that a decision may be arrived at as to whether such investigation is or is not necessary. In many cases re-investigation will only involve waste of time, and might give rise to false expectations.

In cases of men who have already received employment, the record of the fact, and of their work and conduct should be inserted.

(19) *Decision or Action in Case.*—All decisions are to be entered on the record paper and should be signed by the presiding member of the committee or sub-committee which considered the case. (For instructions as to decisions see Section G. below.)

F.—VERIFICATION.

This is governed by the Regulations Art. II. (1) (3) Statements as to employment should be verified by reference. Information from a person financially interested in the employment of the applicant (*e.g.*, landlord) should not be relied upon without other reference.

In any case where verification may have to be made outside the borough it may be convenient for one distress committee to make a personal inquiry for another. Such action would have the approval of the Central Body.

The information as to poor relief under Question 14 of the record paper, whether positive or negative, should always be verified by reference to the guardians or the relieving officer.

G.—DECISIONS ON CASES BY DISTRESS COMMITTEE.

The following main heads of classification should be uniformly adopted:—

(1) *Preferred cases* : (as described in the Regulation, Art. II. (2)).

(2) *Eligible cases* : (as described in the Regulation, Art. II. (1) (4)).

(3) *Ineligible cases* : owing to want of qualifications described in the above referred to sections of the Regulations.

(4) *Disqualified on technical grounds* : as described in other parts of the Regulations; such as Poor Law relief, short period of residence, etc.

In classifying cases attention should be paid not only to the requirements of the regulations but also to the special points set forth in Section A above.

In recommending for particular works, the eligible applicant should be classified according to industrial status and standard of living, so that, as far as possible better class men may be recommended to the works where, the pay is better and the conditions more attractive. The danger of attracting the inferior or deterring the better men will be thus reduced.

In cases of physical weakness or other cases of distress arising partly from non-industrial causes, the committee should consider whether the family could be better helped by reference to some charitable agency, rather than by the mere provision of temporary employment.

When cases cannot be entertained at all, the decision should be made known at once. The avoidance of delay has a two-fold advantage: (1) it puts an end to any period of suspense and dispels any groundless hopes that the applicant may have had, and (2) the decision is very likely to become known to those similarly circumstanced, and thus to prevent others who are ineligible from applying.

165, Temple Chambers, London, E.C.,
October 19th, 1906.

APPENDIX No. LXXXVII. (D.)

Handed in by Mr. H. R. Maynard. (Q. 78372 (37).)

CENTRAL (UNEMPLOYED) BODY FOR LONDON.

GENERAL INSTRUCTIONS TO DISTRESS COMMITTEE
in connection with
OPENING OF REGISTERS FOR WOMEN, JULY 1st, 1906.

In order to secure as far as possible such a degree of uniformity in the methods of the various distress committees as may enable the Central Body to form a judgment as to the amount of unemployment amongst women all over London and to arrive at a uniform standard of selection of individual cases, the Central Body have drawn up the following instructions:—

A.—GENERAL.

In carrying out the ordinary requirements of the Act and of the Regulations as to cases eligible (Art II. (i) iv) and cases for preference (Art II. (2)), the following points should be specially borne in mind, both in filling up Record papers and in deciding upon cases:—

(1) Whether the applicant is temporarily unable to obtain work from exceptional causes over which she has no control or is only in a normal condition of chronic under employment or under-paid employment.

(2) (As in previous instructions *see p.*)

(3) (Practically the same as in previous instructions, *see p.*)

(4) Whether the applicant is usually a breadwinner for herself or for a family. Where a husband, son, or other male relative is the breadwinner, she cannot be registered.

(5) (As in previous instructions, *see p.*)

B.—ANNOUNCEMENT OF OPENING OF REGISTERS.

While there is some risk that the issue of announcements will attract undesirable applicants and that it may give rise to false hopes or even produce an artificial exaggeration of the demand for assistance, the absence of any announcement tends to lead to the exclusion of many of the most desirable cases, and to a purely accidental relation between the numbers registered and the numbers needing assistance. In any case want of uniformity between different committees would inevitably lead to injustice and reduce the value of the registers as a means of estimating the amount of distress.

(1) The announcements must be in the following form (copies to be supplied by the Central Body):—

(As in previous instructions *mutatis mutandis*, *see p.*)

C.—RECEIPT OF APPLICATIONS.

Facilities should be given for the registration of women either at a different time or at a different place from that of men.

D.—RECORD PAPERS.

1. Record Papers should be filled up by the representative of the Distress Committee in conversation with the applicant and not by the applicant herself. The information required for the settlement of the questions set out in Section A. will differ in different cases, and the matter cannot be left to the judgment of the applicant.

2. The following points should be borne in mind by the representative of the Committee in connection with specific questions on the Record Papers:—

(6) *Condition as to Marriage.*—If applicant is married, ascertain whether husband is: (a) Disabled or otherwise dependent upon her; (b) living apart from her. (a) Must be specially verified by investigation; if necessary, by medical evidence. If the husband is the breadwinner the family cannot be dealt with on the application of the wife.

(7) *Children.*—If there is an adult son, ascertain whether he is really the breadwinner. If so, the family cannot be dealt with on the application of the mother.

(9) (10) (11) *Last Employment.*—(Practically the same as in previous instructions, *see p.*)

The note as to regularity of employment should not be overlooked.

(12) *Previous Employment.*—(Practically the same as in previous instructions, *see p.*)

(13) *Present Income.*—(As in previous instructions *see p.*)

(14) *Relief.*—Note that receipt of relief subsequent to January 1st, 1906, and previous to any application disqualifies, while relief between October 1st, 1904 and January 1st, 1906, renders a special resolution necessary.

(15) *Applicant's Fitness, etc.*—This becomes specially important in cases of change in the circumstances of an applicant's occupation.

(a) *Work on Land.*—This should not be interpreted too literally in the case of women, but in case a scheme for a farm colony for women should come under consideration, any evidence of previous residence in country, experience of farm work, dairy work, poultry, garden work (including flower and fruit cultivation) etc., should be recorded.

(b) *Change of Occupation.*—Notice specially fitness for needlework. Note also any ideas applicant may have as to prospects of obtaining work in other parts of London or in the provinces, or fitness and willingness for emigration.

Note also possibility of improving prospects by training in present or other occupations.

(16) *Report on Home.*—Give brief notes on character of home and evidence as to care of children, and efforts for thrift.

E.—VERIFICATION.

This is governed by the Regulations Act. II. (1) (3) Statements as to employment should be verified by reference.

F.—DECISIONS ON CASES BY DISTRESS COMMITTEE.

In classifying cases of preference, eligible or ineligible, etc., attention should be paid not only to the requirements of the Regulations, but also to the special points set forth in Section A. above.

APPENDIX No. LXXXVIII. (A).

Handed in by Mr. W. A. Bailward. (Q. 78703 (22)).

Table showing the subsequent applications to the Board of Guardians made by those who had received work under Mr. Long's Scheme and the Unemployed Workmen Act.

Case No.	Dates of Relief Work.	Nature of Work.	Dates of subsequent Applications to Guardians.
14,038	January and February, 1906.	Borough Council.	May, June, December, 1906—August 1907.
8,068	February, 1906.	Borough Council.	May, 1906.
12,063	{ 1905. February, 1906 and 1907.	{ Hyde Park. Borough Council. Hackney Marshes. }	{ May, 1905. February, 1906.
11,779	February, 1906.	Hackney Marshes.	February, 1906, and continuous.
9,219	{ February, 1906. July, 1906.	{ Hackney Marshes. Fambridge.	{ February, 1906, and continuous
11,632	January to May, 1906.	Osea.	May, 1906.
11,195	{ 1905. January to April, 1906.	{ Borough Council. Chingford.	{ November, 1905. July, 1907.
6,921	March, 1906.	Borough Council.	April, 1906, and continuous.
15,609	December, 1905.	Borough Council.	October, 1906.
	January to May, 1907.	Finsbury Park.	July, 1907.
2,983	December, 1905.	Borough Council.	March, 1906, and continuous.
16,492	February and March, 1906.	Borough Council.	May, 1907.
14,016	January and February, 1906.	Borough Council.	September, 1906 and 1907.
517	December, 1905.	Borough Council.	August, 1906.
	January and April, 1907.	Fambridge.	June, 1907.
14,709	February, 1906.	Borough Council.	May, 1906.
	February, April, 1907.	Hackney Marshes.	
12,638	December, 1905.	Borough Council.	May, 1905—April, 1906.
6,381	May to July, 1906.	Clissold Park.	July, 1906.
16,098	January to April, 1907.	Hollesley Bay.	May, 1907, and continuous.
16,300	January to April, 1906.	Chingford.	October, 1906.
	January, 1907.	Borough Council.	April, 1907.
8,244	February, 1907.	Fambridge.	February, 1907 (family chargeable to Board of Guardians and Poplar for 8 years).
15,890	December, 1906—January, 1907.	Hollesley Bay.	January, 1907.
15,426	February, 1906.	Borough Council.	November, 1906.
14,532	April to June, 1906.	Clissold Park.	June, 1906, and continuous.
493	February, 1906.	Borough Council.	July, 1906, and continuous.
4,847	July to October, 1906.	Garden City.	April, 1907.
13,258	April, 1906.	Clissold Park.	April, 1906.
15,297	February, 1906.	Borough Council.	February, 1907.
13,822	February, 1906.	Finsbury Park.	July, 1906.
16,238	January, 1906.	Garden City.	April, 1907.
526	February, 1906.	Borough Council.	February, 1906.
5,526	March, 1906.	Hackney Marshes.	April, 1907.
13,178	December, 1905.	Borough Council.	November, 1906.
3,162	December, 1905.	Borough Council.	January, 1906, and continuous.
12,868	December, 1905—April, 1906.	Chingford.	May, 1906.
13,736	{ January to May, 1906. September to November, 1906.	{ Hollesley Bay. Garden City.	{ July, 1906. January, 1907, and later.
5,554	March, 1906.	Hackney Marshes.	September, 1906, and continuous.
3,487	December, 1906.	Hollesley Bay.	February, 1907, and later.
14,869	January, February, 1906.	Borough Council.	June, 1906.
14,570	February, April, 1906.	Finsbury Park.	April, 1906, and later.
267	May, June, 1907.	Fambridge.	August, 1907.
15,127	February, March, 1906.	Borough Council.	September, 1906.

APPENDIX No. LXXXVIII. (A.).—*Continued.**Handed in by Mr. W. A. Bailward. (Q. 78703 (22)).*

Case No.	Dates of Relief Work.	Nature of Work.	Dates of subsequent Applications to Guardians.
5,627	January, October, 1906.	Borough Council.	February, 1906, and continuous.
12,493	{ December, 1905.	Hollesley Bay.	
	{ March and July, 1906.	Fambridge.	August, 1907.
11,915	December, 1905.	Borough Council.	February, 1906, and continuous.
945	{ March, April, 1906.	Hackney Marshes.	
	{ April, 1906.	Clissold Park.	November, 1906.
10,864	December, 1906—January, 1907.	Fambridge.	January, 1907.
7,904	November, 1905—January, 1906.	Borough Council.	February, 1906.
5,137	January, March, 1907.	Hollesley Bay.	July, 1907.
11,035	December, 1905—January, 1906.	Borough Council.	March, 1906, and later.
13,769	March, April, 1906.	Garden City.	November, 1906, and later
8,697	February, March, 1906.	Borough Council.	May, 1907.
7,756	February, 1906.	Hackney Marshes.	December, 1906.
13,276	January, February, 1906.	Borough Council.	February, 1906.
12,939	March, April, 1906.	Chingford.	April, 1906, and continuous.
12,480	December, 1905.	Borough Council.	March, 1907.
13,839	February, 1906.	Hackney Marshes.	April, 1906, and later.
10,190	December, 1905.	Hollesley Bay.	September, 1906, and later.
8,082	January, February, 1906.	Borough Council.	January, 1906, and continuous.
14,042	January, April, 1906.	Chingford.	August, 1906.
14,702	March, April, 1906.	Victoria Park.	May, 1906.
1,384	December, 1905—January, 1906.	Hollesley Bay.	February, 1906.
12,777	{ February, 1906.	Hackney Marshes.	March, 1906.
	{ September, 1906.	Fambridge.	October, 1906, and continuous.
2,664	February, 1907.	Fambridge.	March, 1907.
42	{ April, 1905.	Epsom.	
	{ December, 1905.	Hollesley Bay.	January, 1906.
8,381	December, 1905—January, 1906.	Borough Council.	March, 1906.
7,886	September to December, 1906.	Fambridge.	January, 1907.
	April, May, 1907.	Hackney Marshes.	Emigrated.
7,803	February, April, 1906.	Chingford.	July, 1907.
11,648	December, 1905.	Borough Council.	December, 1905.
13,479	November, 1905.	Borough Council.	November, 1905, and continuous.
10,279	January, 1907.	Hollesley Bay.	January, 1907.
14,411	{ February, 1906.	Borough Council.	
	{ March to June, 1906.	Borough Council.	November, 1906.
9,977	February, 1906.	Borough Council.	September, 1906, and continuous.
7,708	February, April, 1906.	Springfield Park.	June, 1906, and later.
14,408	{ February, 1906.	Borough Council.	March, 1906.
	{ April to December, 1906.	Garden City.	
16,272	{ April, 1907.	Hollesley Bay.	April, 1907.
	{ June, 1907.	Emigrated.	
13,743	{ January, 1906.	Borough Council.	
	{ March to October, 1906.	Hollesley Bay.	December, 1906, and continuous.
11,088	February, March, 1906.	Hackney Marshes.	September, 1906, and later.
11,983	December, 1905.	Two days' work "Daily Mirror."	October, 1906, and continuous.
14,417	February, 1906.	Hackney Marshes.	March, 1906, and later.
16,661	February, 1906.	Hackney Marshes.	June, 1907.
15,189	February, 1906.	Borough Council.	September, 1906.
14,431	February, 1906.	Finsbury Park.	April, 1906, and later.

APPENDIX No. LXXXVIII. (B).

Handed in by Mr. W. A. Bailward. (Q. 78905.)

Men dealt with by Salvation Army in 1897 and reports on their position in 1907.

H.T., in and out of House occasionally ; prosecuted since returning from S.A.	R.W., in prison ; prosecuted since returning.
D.S., out of House.	G.H., out of House.
J.V., still in Workhouse.	W.H., dead.
J.C., in and out of House ; prosecuted since returning.	S.L., out of House.
C.J., dead ; prosecuted since returning.	P.D., out of House.
C.W., still in Workhouse ; prosecuted since returning.	T.L., dead.
F.S., still in Workhouse ; prosecuted since returning.	G.W., still in House ; prosecuted since returning.
H.B., out of House.	W.S., still in House.
R.F., out of House.	T.V., still in Workhouse ; prosecuted since returning.
W.F., in and out of House ; prosecuted since returning.	T.W., still in Workhouse ; prosecuted since returning.
C.N., out of House.	H.F., still in House ; prosecuted since returning.
W.F., dead ; prosecuted since returning.	T.G., dead.
H.O., still in House.	G.C., in and out of House ; prosecuted since returning.
H.G., out of House.	A.W., dead ; prosecuted since returning.
B.A., in and out of House occasionally ; prosecuted since returning.	S.P., still in Workhouse ; prosecuted since returning.
H.A., out of House.	W.P., dead ; prosecuted since returning.
G.C., in House.	H.J., out of House.
G.W., in and out of House occasionally ; prosecuted since returning.	A.H., out of House.
G.G., Master secured man work at Mr. Restall's ; prosecuted since returning.	W.E., sent to work at Messrs. Wall Brothers by Master ; prosecuted since returning from S.A.
T.D., out of House ; Master obtained work for this man at a West End hotel.	D.N., out of House.
	W.C., sent as stoker in Navy by Master ; prosecuted since returning from S.A.

APPENDIX No. LXXXIX.

Handed in by Mr. H. Leonard Humphreys, West Ham (Q. 79408 (9).)

COUNTY BOROUGH OF WEST HAM.

DISTRESS COMMITTEE.

REGISTRATION AND WORKS STATISTICS.

1.—TOTAL NO. OF APPLICANTS REGISTERED OR RE-REGISTERED FROM OCTOBER 1ST 1906 TO MARCH 31ST, 1907 :—		3.—AGES OF APPLICANTS :—		Men.	Women.
Married Men - - - - -	3,492	No. under 20 years of age - - -	192	8	200
Widowers - - - - -	287	„ Aged 20 and under 25 - - -	589	6	595
Single Men - - - - -	905	„ „ 25 „ „ 30 - - -	595	6	601
Married Women (with husbands dependent) - - -	1	„ „ 30 „ „ 40 - - -	1,195	32	1,227
Married Women (deserted) - - - - -	8	„ „ 40 „ „ 50 - - -	1,024	40	1,064
Widows - - - - -	114	„ „ 50 „ „ 60 - - -	745	41	786
Single Women - - - - -	18	„ „ 60 and over - - -	344	8	352
	4,825		4,684	141	4,825
Total No. of Applicants Registered prior to Oct. 1st, 1906 - - - - -	4,785	4.—TRADES OR OCCUPATIONS OF APPLICANTS :—			
No. entered on Employment Exchange—Men 72		Building and Constructive Trades—			
Women 84		Skilled - - - - -	592		
		Labourers - - - - -	658		
			1,250		
Applicants who desire Emigration - - - - -	1,665	General Labourers - - - - -	802		
		Factory Labourers - - - - -	515		
2.—SUMMARY OF INDIVIDUALS AFFECTED :—		Locomotion and Transport Service—			
Total of Registered Applicants - - - - -	4,825	More or less skilled - - - - -	204		
„ Non-Registered Wives of Married Applicants - - - - -	3,492	Dock Labourers - - - - -	568		
Dependents of 638 Applicants with 1 Child - - -	638	Carmen - - - - -	230		
„ „ 267 „ „ 1 other Relative - - -	267		1,002		
„ „ 647 „ „ 2 Children - - -	1,294	Engineers and Metal Workers - - -	480		
„ „ 60 „ „ 2 other Relatives - - -	120	Domestic Service—			
„ „ 523 „ „ 3 Children - - -	1,569	Male - - - - -	40		
„ „ 15 „ „ 3 other Relatives - - -	45	Female - - - - -	95		
„ „ 422 „ „ 4 Children - - -	1,688		135		
„ „ 10 „ „ 4 other Relatives - - -	40	Mine Product Dealers - - - - -	55		
„ „ 311 „ „ 5 Children - - -	1,555	Commercial Occupations - - - - -	44		
„ „ 184 „ „ 6 „ - - -	1,104	Agricultural and Horticultural - - -	21		
„ „ 72 „ „ 7 „ - - -	504	Dress Workers—			
„ „ 18 „ „ 8 „ - - -	144	Male - - - - -	30		
„ „ 5 „ „ 9 or more - - -	45	Female - - - - -	20		
	17,330		50		
		Wood Workers (not building) - - -	59		

APPENDIX No. LXXXIX.—*Continued.*

(*Handed in by Mr. H. Leonard Humphreys (Q. 79408 (9).)*)

4.—TRADES OR OCCUPATIONS OF APPLICANTS.— <i>contd.</i>	
Bricks, Cement, Potters and Glass Workers -	13
Workers in Chemicals and Oils - - -	19
Workers in Skins, Feathers, Leather, etc. -	14
Printing and Paper Trades - - - -	22
Textile Workers - - - - -	12
Workers in Food, Drinks, Tobacco & Lodgings	120
Gas, Water and Electric Service - - -	53
Precious Metal and Instrument Workers -	5
State and Municipal Service - - - -	2
Professional Occupations—Female - -	10
Unclassed - - - - -	142
—	4,825

SUMMARY :—

Trades and Occupations more or less skilled -	1,820
" " unskilled—	
Trades' Labourers - - - -	658
Factory Labourers - - - -	515
Dock " - - - -	568
General " - - - -	802
Carmen - - - -	230
Caretakers and Watchmen - -	80
Charwomen - - - -	90
	— 2,943
Unclassed (hawkers, general dealers, etc.)	62
	— 4,825

5.—IMMEDIATE CAUSES OF UNEMPLOYMENT:—

Slackness	-	-	3,178	Brought forward	4,640
Job Finished	-	-	1,078	Failed in Business-	22
Illness	-	-	140	Bad Character	5
Age	-	-	28	Insubordination	11
Own accord	-	-	86	Drunkenness	3
Dispute	-	-	61	Time expired, A. or N.	35
Incompetent	-	-	23	Firm Removed	47
Breaking Rules	-	-	41	Bankrupt or Changed	28
Laziness	-	-	5	Not yet employed	18
				Not stated	16
Carried forward	-	-	4,640		4,825

3.—LOCALITIES OF LAST EMPLOYMENT:—

In West Ham -	-	-	-	-	-	2,837
„ London -	-	-	-	-	-	1,295
„ Provincial Localities -	-	-	-	-	-	604
Abroad -	-	-	-	-	-	36
Not previously employed or ex-Service Men -	-	-	-	-	-	53
						— 4,825

7.—APPLICANTS' TOTAL EMPLOYMENT DURING THE 12 MONTHS PRIOR TO PRESENT REGISTRATION:—

No. who have had no Employment	-	-	-	-	253
" " under 1 Month's Employment	-	-	-	-	434
" " 1 and under 2 Months' Employment	-	-	-	-	504
" " 2 " 3 " "	-	-	-	-	650
" " 3 " 4 " "	-	-	-	-	619
" " 4 " 6 " "	-	-	-	-	952
" " 6 " 9 " "	-	-	-	-	879
" " 9 to 12 Months' Employment	-	-	-	-	534
					— 4,825

8.—PLACE OF BIRTH OF APPLICANTS:—

West Ham -	-	1,156	Brought forward	3,991
London -	-	1,982	East Rural -	351
North Urban -	-	112	West Urban -	95
„ Rural -	-	42	„ Rural -	109
South Urban -	-	218	Mid Urban -	113
„ Rural -	-	116	„ Rural -	90
East Urban -	-	365	Colonial -	24
			Foreign -	52
Carried forward	-	3,991		4,825

9.—APPLICANTS' RESIDENCE IN WEST HAM :—

APPLICANTS RESIDING IN WEST HAM.		Brought forward	
Under 1 Year at Date of Registration	37	Under 10 Years at Date of Registration	626
Under 2 Years "	152	" 15 " "	588
" 3 " "	144	" 20 " "	484
" 5 " "	293	" 30 " "	683
		" Over 30 " "	1,328
Carried forward	626		1,116
			4,825
No. of Applicants who have been in Army or Navy			688

10.—APPLICANTS' HOUSING :—

No. Renting 1 Room -	834	Brought forward	3,723
" " 2 Rooms -	857	No. Renting 5 rooms	153
" " 3 " -	1,450	" " 6 " -	72
" " 4 " -	582	Non-Tenants " -	877
Carried forward -	3,723		— 4,825

11.—RENT STATISTICS :—

Non-Tenants (living with parents and lodgers)										-	877
No. paying under 3/- Weekly										-	965
"	"	"	4/-	"	-	-	-	-	-	732	
"	"	"	5/-	"	-	-	-	-	-	984	
"	"	"	6/-	"	-	-	-	-	-	615	
"	"	"	7/-	"	-	-	-	-	-	324	
"	"	over 8/-	"	"	-	-	-	-	-	328	
										—	4,825
„ in Arrears of Rent										-	2,723

12.—MEMBERSHIP OF BENEFIT SOCIETIES :—

Applicants who were Members of Trades Unions at date of registering	-	-	-	-	245
Applicants who are past Members of Trades Unions					1,290
" " present	"			Benefit Societies	288
" " past	"				800
" " present	"			Slate Clubs	234
" " past	"	"	"		620

13.—PARISH RELIEF CASES IN REGISTRATION, 1906-7 :—

Total number of Enquiries forwarded to Relieving Officers	-	-	-	-	-	-	-	-	4,825
Total number returned to Distress Committee :—									
No. who have received Parish Relief	-	-	-	-	-	-	-	-	940
No. who have not received Parish Relief	-	-	-	-	-	-	-	-	3,885
									——— 4,825

14.—No. of Applicants who have notified employment

[illegible]

(* It is estimated that the actual number in employment at end of May was approximately 1,750.)

15.—No. of Employers who have applied for hands

since July, 1906, to May 31st	-	-	-	-	73
No of hands engaged to May 31st	-	-	-	-	234*

(* 168 of these were for temporary work only.)

(* 168 of these were for temporary work only.)

16.—TOTAL NUMBER OF MEN WHO HAVE BEEN TEMPORARILY ASSISTED UPON THE FARM COLONY TO MAY 31ST,
1907 - - - - - 570

17.—No. of Applicants assisted upon Wanstead Park Works,
October, 1906, to May 31st, 1907 - - - - 2,018

18.—Aggregate No. of days' work provided upon Farm

Colony and Local Works, October 1st, 1906, to May	
31st, 1907 - - - - -	-56.091

19.—Aggregate No. of days' work provided to Distress Committee's Applicants through the Church Army wood-chopping depôt - - - - -

20.—No. of Applicants registered 1905-6 who re-registered	
1906-7 - - - - - - - - -	2,310

21.—No. assisted 1905-6 who re-registered 1906-7 -

21.—No. assisted 1905-6 who re-registered 1906-7	-	-	890
22.—No. of Applicants assisted to Emigrate 1905-6	-	-	10

					1906-7	-	-
Total No. of individuals emigrated	1905-6	-	-	-	-	-	-

Total No. of individuals emigrated 1905-6	-	-	-	96
"	"	"	to June 30th, 1906-7	1,040

23.—No. of Applicants assisted to remove to other areas,

[illegible]

24.—No. of Applicants assisted through Joint Committee
of Distress Committee and Charity Organisation
Society, 1906-7 - - - - -

APPENDIX No. XC.

Handed in by the Lord Bishop of Stepney. (Q. 79672.)

COUNCIL OF PUBLIC WELFARE FOR THE BOROUGH OF STEPNEY.

The need for the co-operation and concentration of the work of the various religious and social agencies in large towns towards the promotion of public welfare has recently been increasingly recognised, and signs of the desire to utilise in this way to the best advantage the very large existing resources, which sympathy everywhere calls forth, are to be found in the formation of Social Welfare Associations or Civic Guilds of Help in Finsbury, Hampstead and Bethnal Green, within the London area, and in Manchester, Birmingham, Bradford, Halifax, Eccles, and elsewhere; while the recent resolutions passed by Convocation in favour of Diocesan Guilds of Social Service and the attitude of Free Church Councils to social questions point in a similar direction.

Two such Associations were set on foot, a few years ago, by the Bishop of Stepney, Canon Barnett and Prebendary Dalton, in conjunction with the leaders of the principal religious denominations in the Borough of Stepney.

1. *The Council of Public Welfare* consisted of Ministers of all religious organisations in Stepney, and other men and women of experience co-opted, and had as its objects "the promotion of temperance, morality, and health." In advising public bodies, and enquiring into questions such as the Shop Hours Act, the Unemployed Workmen's Bill, Sunday Trading, the use of the Shadwell Fish Market Site and of the People's Palace, and Public Morality, the Council (the Secretary of which has been the Rev. C. Chambers, of Stepney Meeting House) has had some measure of success, but has not been able as yet strongly to influence public opinion.

2. *The Stepney Visitors' Association* was founded to co-ordinate, utilise, and inform the visitors of the various religious and social agencies in the Borough. It has provided lectures for its members on various subjects of health, education and industrial conditions, and has developed practically the health side of its work by employing (through the generosity of a private donor) Miss Forrester as health visitor for investigating the causes of infant mortality in the districts of Limehouse and St. George, and by an attempt to deal with consumption patients in their own homes. During the past year the Association has attempted also to co-ordinate and prevent overlapping in cases of visiting for charitable purposes by co-opting on to its committee representatives of the societies working in the district, and by constituting (as an experiment) two district committees, in Limehouse and Mile End, to serve as clearing-houses for charitable effort.

It is felt that the time has now come to amalgamate these two associations, and to reconstitute the Council of Public Welfare on a somewhat wider basis. The object is, on the one hand, through a representative council, to claim the moral support of all men and women serving on the public-bodies, of property owners, manufacturers, school managers, religious and social workers, and of all who make their living from or give their personal service to the district; and on the other through its executive, working by committees dealing with special departments, to focus the active effort, intelligence and goodwill of those who have special knowledge of the conditions of different parts of the Borough, and to attempt by suggestion and co-operation, and by the fostering of public spirit, to improve the well-being of the inhabitants either through the existing public bodies or by private effort. The council is also intended to serve individual members, the mere fact of membership being a sufficient introduction if advice and aid are desired.

The *Amalgamation* of the two associations not only simplifies and unifies work in which there is a danger of repetition, and saves the time of those who have hitherto

served on the executives of both bodies, but, as will be seen by the scheme which is outlined below, brings directly in touch with the council, as the central body working for the welfare of the whole, the valuable work of many societies, hitherto (until recently) pursuing their course in ignorance of each others efforts.

The scheme of re-organisation is roughly as follows :—

The Council of Public Welfare is enlarged to include members of public bodies and representatives of social and educational agencies, as well as religious organisations. It will meet once a quarter to receive reports from its executive, which for the present will consist of the existing members of the executives of the previous two bodies now amalgamated. The executive will meet each month and will work through committees dealing with the following departments—

(1) *Public Bodies Committee*, designed to report on the proceedings of the borough council and boards of guardians of the poor, and to take action when desirable, and to initiate and report on such schemes of social welfare as may from time to time arise.

(2) *Charity Co-operation Committee*, consisting of representatives of district societies and others. This takes over the working of the present district committees of the Stepney Visitors' Association intended to prevent overlapping in visiting in Limehouse and in Mile End, and will proceed to constitute similar committees in other parts of the borough. The aim is to safeguard the independence of the different agencies while securing co-operation at all points of contact. The success of this scheme depends very much on the willing help of the ministers and visitors of the religious agencies concerned.

(3) *Health Committee*, which takes over the present work among consumption patients of the Stepney Visitors' Association, and works in concert with the Mile End Sanitary Aid Committee and other agencies, becoming the nucleus of a health society such as exists in other boroughs.

(4) *Temperance and Morality Committee*, to unite and focus temperance, anti-gambling, rescue and preventive work in the borough.

(5) *Committee of Social Study and Literature*, to promote the formation of local study circles, and to issue from time to time information on questions of public interest. The executive have already in the press a "Handbook for Visitors among the Poor."

It is also intended to organise a committee of working men to deal with industrial law, thrift, and other matters.

The above scheme demands for its success the willing co-operation of a number of already busy men and women for the work of its committees, and the strong moral support of the public opinion of those who belong to the larger council. But in view of the great issues involved, the need of a body which shall strengthen public morality in days when the local government of London and especially the Poor Law system is on its trial, and which shall co-ordinate and utilise to the full the material resources and the personal service, contributed in full measure to Stepney by sympathy for suffering, there can be no hesitation in appealing to the public spirit of all whom this may reach. There are times when the borough council requires the expressed views of the best public opinion to enable it to put into force a bye-law, or to carry out with vigour an Act of Parliament. Recent disclosures have shown that a watchful eye is needed to prevent private interest asserting itself on boards of guardians of the poor. On the other side the waste of competing charitable effort is not less obvious, and the destruction

APPENDIX No. XC.—*Continued.**Handed in by the Lord Bishop of Stepney. (Q. 79672.)*

of human life from unnecessarily unhealthy conditions not less deplorable. The existing public machinery, which has come in course of time to deal with many sides of a citizens' life once under the direct control of the religious agencies, still needs their help and influence, and it is apt to work slowly and irregularly if left to itself. The work of those who serve on a Council of Public Welfare becomes more and more honourable; it bears to the religious and social worker indirectly fruit often of more value than any which his personal efforts could bring about. It is service of the highest and most effective kind.

For the immediate working of the scheme, and for the equipment of a central office, which will greatly increase its efficiency, money is required. The salary of an organising secretary to help the honorary secretaries has been guaranteed for the first year. It has been decided that membership of the council shall not involve any definite

subscription, but contributions of any amount sent to the treasurer, Mr. H. R. Levinsohn, 4, Wymering Mansions, Elgin Avenue, W., will be gratefully received. The Finsbury Association was able last year to record in sums from £20 to 1s. an income of £326, by which much practical work was effected; and the usefulness of the Stepney Council will necessarily be in proportion to the amount of financial support it receives. It is hoped that many whose interests lie in the borough, but who are unable to give time for personal service, may help in this material way an effort to unite all in the promotion of the social welfare of the district. The names of those in sympathy with the objects of the council and wishing to become members should be sent to one of the secretaries, for election at the next executive meeting.

January, 1908.

APPENDIX No. XCI. (A.)

Handed in by Mr. E. J. Fair, Lewisham. (Q. 81466 (39).)

ASSOCIATION OF EMPLOYMENT EXCHANGE SUPERINTENDENTS.

3, Fort Buildings.
Grange Road,
Bermondsey, S.E.

Hon. Secretary.
Mr. E. J. Hunt.

Sir,—In answer to your request for an estimate of the annual expenditure our association believe would be necessary to maintain a system of employment exchanges operating over the whole of London, Greater London, and with special officers working the business centres in the counties adjacent to London, we beg to submit the estimate attached.

In placing this estimate before you, we have been guided by the experience gained from ten months working of the Metropolitan employment exchanges. We have found that, if the exchanges are to efficiently do the work they are created to perform, they must cover a wider area than they do at present; the respective functions of the different phrases of our scheme may be briefly stated as follows:—

Central Exchange.

The organising superintendent (or chief officer) must be directly responsible to the Central Committee for the discipline and conduct of all staff employed at local exchanges, thus ensuring uniformity of working; the exchange must do the final clearing house work for the whole system, co-ordinating the work of any group clearing houses that it may be necessary to create.

It should also maintain correspondence with employers federations, agricultural associations and contractors all over England who are likely to require labour, thus gradually familiarising the staff with the principle of rapidly migrating men from one point to another; the statistics gained by this means would be a guide to the authorities when establishing new exchanges, indicating the points where they are most needed as the scheme gradually assumed national importance.

Local Exchanges.

These would keep labour moving from one point to another over the large area covered by London and Greater London. The exchanges would place men in the building and allied trades in the districts outside London which are at present being rapidly developed and at the same time prevent the influx from the country districts.

Special Officers.

These would be used in the larger business centres to interview employers, placing before them the advantage of the exchanges, they would be sent into the market towns and business centres in the counties adjacent to London, thus finding employment for many men at present in London who have previously received an agricultural training (not town-bred men), and they would also act as relief superintendents.

Local Committee.

These should consist of an equal number of representative employers and employees who would elect an impartial chairman. The committee would adapt the local exchanges to local needs, influence local employers in favour of the exchange system, and could also act as an arbitration court in trades disputes.

Staff.

This point has been carefully considered and the staff we suggest is, we believe, the minimum with which the work can be efficiently performed; the existing exchanges are understaffed, and as in all new business undertakings this is fatal to its success, there must be sufficient staff to allow the superintendent to bring the advantage of the system personally to the notice of the employer of labour; a female is necessary to take female applications, and a separate room should be reserved in each exchange for female applicants.

Labour is not organised on a business basis; the exchange will do this. They will offer centres where employers and employees can meet on common ground; the statistics they will be able to furnish will accurately show the conditions of the labour market, showing the number of each trade or occupation affected.

The speculator who gambles with the world's supply of wheat is only able to do so by the accuracy of the information supplied by public departments; if the labour market could be gauged equally as well, the information would be invaluable to employers and to any authority attempting to grapple with the unemployed problem.

In addition to the twenty-five exchanges at present established by the Central (Unemployed) Body for London, we recommend that exchanges should be established in the cities of London and Westminster and at

APPENDIX No. XCI. (A).—*Continued.**Handed in by Mr. E. J. Fair, Lewisham. (Q. 81466 (39).)*

the following places in Greater London and the immediate surrounding towns:—

Croydon, Wimbledon, Richmond, Acton and Ealing, Willesden, Brentford, Cricklewood, Tottenham, Edmonton, Enfield, East Ham, West Ham, Walthamstow, Romford, Barking, Gravesend, Dartford, Erith, Bromley, and Beckenham.

Estimate of annual cost of the central exchange and forty-seven local exchanges.

Central Exchange.

	£	s.	d.
Rent per annum, inclusive - - - -	150	0	0
Stationery, telephone and running expenses -	250	0	0
Organising superintendent - - - -	350	0	0
Assistant superintendent - - - -	200	0	0
First assistant, capable of conducting correspondence - - - -	150	0	0
Shorthand-typist - - - -	104	0	0
Junior shorthand-typist - - - -	52	0	0
Office boy - - - -	26	0	0
Total - - - -	£1,282	0	0

Local Exchanges.

	£	s.	d.
Rent per annum, inclusive - - - -	75	0	0
Stationery, telephone and running expenses -	100	0	0
Salaries:—			
Superintendent - - - -	182	0	0
Assistant - - - -	78	0	0
Shorthand-typist - - - -	52	0	0
Office boy - - - -	26	0	0
Total - - - -	£513	0	0

	£	s.	d.
Salary per annum, special officer attached to central exchange - - - -	156	0	0
Petty cash expenditure - - - -	50	0	0
Total - - - -	£206	0	0
	£	s.	d.
Annual charge, central exchange - -	1,282	0	0
Forty-seven local exchanges, each costing £513 per annum - - - -	24,111	0	0
Twelve special officers, each costing £205 per annum - - - -	2,474	0	0
Additional allowance for contingencies, per annum - - - -	1,000	0	0
Total - - - -	£28,865	0	0

An additional £2,000 would be required for fitting out the new exchanges proposed to be opened, and refitting any existing exchange that is unsuitably placed.

In the foregoing estimate no allowance is made for the riverside exchange; the work they would have to perform is of a special kind, the officers and staff needed would be entirely different from the ordinary exchanges.

They would confine themselves to employers in the docks, only using the ordinary exchanges to find outlets for their surplus applicants, or to find any special kind of employé required.

In the absence of reliable data it is difficult to estimate the annual cost of riverside exchanges.

We suggest that the employers in the docks should be first approached and, as they prove favourable, exchanges should be opened.—We are, Sir,

Your obedient servants,

E. J. FAIR, *Chairman.*

E. J. HUNT, *Hon Secretary.*

APPENDIX No. XCI. (A.)—*continued.**Handed in by Mr. E. J. Fair, Lewisham (Q. 81466 (39))*

ADDENDUM ADDED SUBSEQUENT TO EXAMINATION.

The members of this association are of opinion, after the addition of nearly twelve months experience in the administration and working of the Metropolitan exchanges, that greater convenience and efficiency would result if the Local Government areas were disregarded, and exchanges established in positions enabling them to deal adequately with the industrial requirements of the area mapped out in our original estimate.

The suggested scheme provides for forty-seven exchanges at a total cost of £28,865, but from experience we are strongly of opinion the amounts provided for rents, staffs, etc., etc., are not adequate, but that in order that the total expenditure should not be increased, it would be better if about thirty-five larger and better equipped exchanges were established in carefully selected positions to cover the area provided for in the scheme.

APPENDIX No. XCI. (B).

Handed in by Mr. E. J. Fair, Lewisham. (Q. 81466 (40)).

INTERNATIONAL METALLURGISTS' FEDERATION.

Stuttgart.

August 2nd, 1907.

Mr. E. J. Hunt,
London, S.E.

Dear Sir,—In reply to your favour of the 10th inst. I beg to tell you that here in Germany the labour exchanges are very differently worked. That depends wholly on the purpose for which such exchanges are constituted. We have in Germany labour registries, and these you will probably have in view principally, which have been called into life by municipalities or charitable unions, and exist only for the purpose of arranging for work. On the other hand we have registries of the trade unions which have been constituted by the organised workmen, labour registries of industry, called into life by the organised employers and join labour registries of employers and employes on a footing of equality. For the sake of shortness I would call general labour exchanges those erected by municipalities and charitable corporations, and special labour exchanges those called into life by the industrial associations and by trade unions and managed by both. But besides those there is a third kind, being solely a business undertaking and being profitable only to the contractors, but which otherwise as regards labour exchanges are only of some importance in special calling, such as hotel and inn-keepers. The position of these labour exchanges with regard to the circumstances which are being expressed by your three questions is very different. The general registries (those of the communities and charitable corporations) obtain labour for a person without regard to the height of the wages. At the municipal labour registries which are constituted on a joint basis it is already a great obligingness if they call the attention of the organised workmen to the question of wages at all. Their attitude at strikes is the same. No labour registry discontinues its business completely during a strike, some even arrange for work without regard to the strikes, nay, even without calling the workmen's attention to the strike; others permit at least that placards and notices of the trades unions are exhibited in the labour bureaux warning against the taking of work at the works on strike, and the officials of these labour exchanges are directed to call the attention of any workmen looking for work at a works on strike to the fact that a strike is declared there. The Question 3 is to be answered that the development of trade unions in Germany is affected quite independently from the general labour exchanges. This strengthening of the trade unions has also had the effect that the workmen control the labour registries and such in a way that every member of a trade union who gets any work found comes to an understanding with his union whether the employer pays tariff wages and whether a strike has broken out at his place or not, and then accepts or refuses the work according to the result of such inquiries.

The second kind of labour exchange, that of the trade unions and employers' associations, does not only regard labour registry as its own object but as a means to the end; the labour exchanges of the workmen's associations only arrange for workmen at such works as are faithful to the tariff, and to those that are not faithful to the tariff only in case they offer to the workmen the wages and conditions which have been arranged for other places. They close their registry against such works where a strike is declared,

and they have without doubt contributed through their operations to strengthen the trade unions.

The labour exchanges of the industrials have exactly, like those of the trade unions also, the subsidiary purposes mentioned already, but in a contrary sense. They are, properly spoken, less labour exchanges than control offices. Those manufacturers joined to the employers' organisations are obliged, when taking on workmen, to take them from this labour exchange. For this purpose they need not inform the registry of their vacancy, but they may negotiate with some men looking for work; they must not, however, give him permanent employment, but before doing so send him to the labour registry of their union. There he receives a certificate that he may be taken on whilst he receives no certificate if he may not be taken on. From employment at the work of the associations the so-called undesirable workmen are excluded, such happening frequently to those workmen that have taken a prominent part in strikes and tariff disputes.

The labour exchange jointly constituted by employers' and workmen's associations serve only the purpose to take in hand the exchange of work in the interest of trade. They only arrange for work at works faithful to the tariff, and at the conditions of the tariff, close their exchange in case of a strike and of disputes and do not find workmen for employers unfaithful to the tariff.

Of all special labour exchanges both of the workmen's and the employers' associations and the joint ones we may say that they have contributed to the strengthening of the trades unions—the first named by working in a favourable sense for the workmen, the employers' exchanges by stimulating the workmen through their one-sided administration, and the joint exchanges of workmen and employers by trying to elevate the terms of the work and by being directly useful to the workmen, while on the other hand they exclude such workmen as are working below the rate of wages and thus force them directly into self-communion.

The private labour exchanges (commercial undertakings) are only poorly vegetating in those professions where the workmen are organised and are, generally spoken, of no importance whatever. Where they are still prevailing, such as in the hotel trade, they sweat the workmen in the most unscrupulous manner. They arrange for work without regard to circumstances; even official inquiries have stated that at such exchanges unscrupulous employers are working hand in hand with them. Such places are occasionally paid for with sums from mk. 50 to mk. 100 1 to 5. The employer to whom the workmen was sent discharges him shortly after, gets a new one sent him and divides the spoil with the labour agent. Just this nuisance has smoothed the way for introducing the general public labour exchanges and most happily has abolished here and there the crying evils.

This is another reason why the organised workmen, although the general labour exchanges are not being administered everywhere according to their interest, prefer these exchanges to private agencies.

Trusting to your questions and always at your service with any other information, I am, dear Sir,

Yours very faithfully,

ALEXAND SCHLINKE.

APPENDIX No. XCII.

Handed in by Captain H. F. Wilkinson. (Q. 81754.)

RULES OF THE NATIONAL ASSOCIATION FOR EMPLOYMENT OF RESERVE AND DISCHARGED SOLDIERS.

SECTION I.

GENERAL RULES.

1. The designation of the Association shall be "The National Association for Employment of Reserve and Discharged Soldiers."

2. The objects of the Association are, to establish throughout the United Kingdom agencies where soldiers of good character who have been transferred to the Reserve or discharged from the Army, and who are desirous of obtaining employment, may learn what situations are available, and where the employers of labour may obtain the services of strong, active and reliable men, trained to habits of punctuality, steadiness and obedience and generally to use all means that may be effectual for promoting the employment of soldiers at the critical time of their returning to civil life. But it is not intended to be a permanent registration office for men who have obtained regular civil employment through the Association or, who cannot account for themselves satisfactorily since leaving the Colours.

3. The Association shall consist of :—

(a) A patron or patrons.

(b) A general committee of unlimited number. Every agency branch or district association may nominate one of its members to serve on the general committee as their representative, with power to attend and vote at the meetings of the working committee when he desires to do so.

(c) A working committee of not less than twenty members, who shall be selected from officers and civilians in equal proportions as far as possible. The working committee will be the elective body to fill up vacancies amongst its members. Notice shall be given of vacancies at the first meeting of the working committee in each year, and all vacancies shall be filled up as far as possible not later than March 31st.

(d) A working sub-committee, of not less than five members to be elected half-yearly from the working committee.

(e) A paid secretary ; who shall be an officer who has served in the army ; and such office establishment as may from time to time be authorised by the working committee.

4. There shall be an annual general meeting of the Association, in London, during May or June, at such time and place as shall be notified by the Secretary.

5. Disbursements from the funds of the Society shall, as far as possible, be by cheques only, signed by the Chairman of the Association "on account of the National Association for Employment of Reserve and Discharged Soldiers."

6. Whenever a new Chairman is appointed, the Resolution for his appointment shall contain the following, "and is authorised to sign cheques on behalf of the Association."

7. The rates of subscriptions shall be as follows :—

FOR INDIVIDUALS.

	£	s.	d.
Annual subscription constituting membership	-	-	1 1 0
Life membership	-	-	10 10 0
Donation (at will).			

FOR CORPS—ANNUALLY.*

	£	s.	d.	
Corps of Royal Engineers	3	0	0	{ Corps not included in any Territorial district.
Cavalry regiments	-	3	0	
Batteries of artillery	-	1	0	
Line battalions	-	4	0	{ Half these rates, should Depots or Battalions subscribe also to a local branch of the Association.
Depots	-	1	0	

Subscriptions are due on January 1st, in each year.

* Authority for Corps to subscribe from Canteen Fund. Rules for Management of Garrison and Regimental Institutes, 1904, I., paragraph 23.

8. Any member wishing to propose a new rule, or to cancel, vary, or amend an old rule, shall make a special application on the subject to the secretary, in order that the matter may be considered by the working committee, and submitted, with its opinion, to the next annual general meeting, or to a special general meeting called for the purpose.

9. The working committee shall have power to make, alter, or cancel any rule in regard to meetings of the working committee and working sub-committee, and to the administration of the office. In regard to other matters no rule shall be made, cancelled, or altered, without the consent of at least two-thirds of the members present at an annual or special general meeting of the Association.

10. No pecuniary assistance shall be given by the Association to any person applying to it, nor shall any fee or any payment whatsoever be demanded or received from any such person, whether employer or candidate for employment.

SECTION II.

GENERAL AND WORKING COMMITTEES.

General Committee.

11. The duties of the general committee consist in making known the objects of the Association, and influencing employers to avail themselves of the registration offices when requiring men.

Working Committee.

12. The duties of the working committee, constituted under Rule 3, shall be as follows :—

To collect funds for the Association.

To procure the co-operation of Employers of Labour in furthering the objects of the Association ; and

To exercise general supervision over the affairs and work of the Association, on behalf of the general body of donors and subscribers.

13. The working committee shall meet when required at such place and time as shall be notified by the Secretary, to enquire into the work done, and the accounts kept ; and to make such report as may be requisite, for submission to the annual general meeting of the Association.

14. At meetings of the working committees, three members shall form a quorum.

Working Sub-Committee.

15. The duties of the working sub-committee, constituted under Rule 3, shall be as follows :—

To assist the Secretary in the general work of the Association.

To pass orders for office requirements, such orders to be subject to confirmation by the working committee.

To report generally on all matters of account or procedure, for the information of the working committee.

16. The working sub-committee shall meet once every month (or oftener if required), for the transaction of such business as may be submitted to it ; and shall examine, and compare with each other, the books and accounts of the past month ; and any error then detected shall be at once rectified. The various accounts shall then be signed or initialled by one or more of the said committee, and thus verified as far as possible.

17. At meetings of the working sub-committee, two members shall form a quorum.

SECTION III.

RULES RELATING TO THE SECRETARY AND HIS OFFICE.

18. The Secretary shall be an officer who has served in the Army ; and shall, on first appointment, be under fifty years of age. He shall not (except under special circumstances) retain his office after attaining the age of sixty.

APPENDIX No. XCII.—*Continued.**Handed in by Captain H. F. Wilkinson. (Q. 81754.)*

19. The Secretary shall give, and shall receive, three months' notice of the termination of his tenure of office.

20. He will have charge of, and be responsible for, all books, records, and property belonging to the office; and will, under the supervision of the working committee, have the general management of the office, its establishment, work, and correspondence.

21. It will be the duty of the Secretary to promote the interests of the Association to the best of his ability, and to assist in the establishment and development of branch associations throughout the United Kingdom.

22. The Secretary shall have authority, at his discretion, to visit individuals or firms in the London district, on behalf of the Association. But a diary of such visits, their objects, results (if any), and the expenses caused by them, shall be kept, for submission to the working committee.

23. All donations, subscriptions, or other moneys received shall be paid into the bankers of the Association; printed receipts being given to the senders, and counterfoils of such receipts being kept by the Secretary.

24. The Secretary shall receive, from time to time, cheques for current office expenditure; and shall keep an account of such expenditure, and vouchers for all payments made by him. He shall also keep an account of all incidental expenses incurred on behalf of the Association.

25. The Secretary shall keep and regularly make up the several books and accounts specified in Para. 26 of these Rules; and shall be responsible for the completeness and correctness of the same, and for the efficiency of the office.

BOOKS AND ACCOUNTS.

26. The following books and accounts shall be kept up in the office of the Association in London:

- | | |
|-------------------------------------|-----------------------------------|
| 1. List of Subscribers. | 6. Postage Book. |
| 2. List of Life Members and Donors. | 7. Receipt Book. |
| 3. Cash Book. | 8. Committee Book. |
| 4. Ledger. | 9. Sub-Committee Book. |
| 5. Petty Cash Book. | 10. Diary of Visits to Employers. |

27. The above-mentioned books and accounts shall be examined monthly by the Working Sub-Committee. (*See* Rules 15, 16.)

28. An annual statement of receipts, expenditure, and out-standings, shall be prepared by the Secretary; and shall, together with the accounts themselves and all receipts, bills, and vouchers, be submitted for professional audit, at least a month before the Annual General Meeting of the Association.

29. A copy of the audited statement of account shall be furnished to each Member of the Working Committee, at least one week before each Annual General Meeting of the Association.

SECTION IV.

BRANCH ASSOCIATIONS.

30. Branch Associations should be established, at the chief commercial and industrial centres throughout the United Kingdom, with subordinate agencies at smaller places.

31. Each Branch Association to be established on an independent and self-supporting basis, and to frame its own rules (which should, however, be in harmony with those adopted by the Central Association). It should work in concert with the Military Authorities of the district in which it is situated, and any pecuniary assistance afforded by the central association should be considered as of a temporary nature. When applying for a Grant, a statement of accounts to date should be attached to the application.

32. The Secretary of each branch association should forward to the Secretary of the Association in London, on or before April 15th of each year, a statement of work, done up to March 31st, and a return of applicants registered and of men placed in situations; also an Annual Statement of all funds received and expended, with a

balance sheet duly audited, and a list of donors and subscribers for the current year for publication in the Annual Report of the Association.

33. Applications from employers which cannot be complied with by any Branch Associations should be notified at once to other neighbouring Branch Associations, and also to the London office.

SECTION V.

GENERAL RULES AS TO THE REGISTRATION OF APPLICANTS FOR EMPLOYMENT.

34. No man shall be registered on the Books of the Association whose parchment certificate A.F.B. 2077 does not show his character as at least "Good."

35. In the case of new applicants for registration who have already been in civil employment since leaving the Colours, investigation shall be made as to their conduct and service, and their reason for leaving such employment, and unless these reasons appear to be satisfactory to the Secretary, the applicant shall not be entitled to registration on the books of the Association.

36. A man who has obtained regular employment in civil life through the Association, and who has been dismissed from, or resigned his situation without due cause, or who has failed to take up his employment when engaged, shall not be again entitled to be assisted by the Association.

37. Names of men shall be removed from the books of the Association:—

(1) Who have declined all suitable work offered to them during a period of three months from date of registration.

(2) For whom it has been found impossible to obtain any regular employment during a period of six months from date of registration, unless adequate explanation has been afforded to the Secretary.

38. Applicants for registration must attend at the registering office, in person, bringing with them their discharge certificates, and any testimonials they may hold (in original). These testimonials are to be entered by the applicant on Form B., and the originals retained by the applicant. Original testimonials are on no account ever to be retained in the registration office.

39. The Secretary in charge, after carefully scrutinising the documents tendered, and satisfying himself as to the applicant's identity and character, shall enter and number his name in the register (Form A.); and the applicant shall then fill in and sign the form of application (Form B.).

40. The register number shall be noted on the application, which shall then be placed in an envelope marked with the same number, and deposited in the office.

41. The same register number shall be noted on the applicant's parchment certificate, together with an office private mark, and a copy of the Rules contained in Form C. shall then be given to the applicant.

42. All applicants are to be advised by the Secretary to look out for advertisements, and enquire for situations themselves, and the Secretary is to render them every assistance in his power in obtaining the situation. Applicants are not to be encouraged to come to the office and wait for situations.

43. A Diary of men recommended for situations, and a Return of men for whom situations are obtained shall be kept by the Secretary.

44. Employment will be classified as "Permanent" or "Temporary" according to the definition of the employer; it will further be defined as "Permanent" when the employment lasts over three months, or is of a nature that a man can retain for a period not limited as "Temporary," when the employment is terminable within three months from its commencement.

45. Whenever the name of an applicant is removed from the register for misconduct, the circumstances, with full information as to the regiment, names, and regimental and register number of the individual, are to be notified to each Branch Association, and each branch should in like manner notify to the Central Office.

APPENDIX No. XCIV.

Handed in by Mrs. Ramsay MacDonald. (Q. 82745).

ASSOCIATION OF TRAINED CHARWOMEN.

7, John Street,
Adelphi, Strand, W.C.

November 6th, 1907.

DEAR MRS. MACDONALD,—Thank you for your letter.

(1) The regular Association of Trained Charwomen members on the Register of *Trained Charwomen* number fifty-one, in addition to forty-two, some of whom have permanent work and others who have not recently applied for work; making a total of ninety-three members. There are 232 names on the supplementary list, and a number of these workers have filled permanent and other situations which Association of Trained Charwomen members were unable to take.

Besides these there are close on 100 well-recommended workers—since July—not yet indexed, for several of whom work has been found.

(2) I enclose the Report and Circular *re* terms, etc.

(3) As a rule Association of Trained Charwomen members apply for work when their work ceases, from any reason such as their family going away; in some cases they are left as caretakers, one or two ladies continue the wages, but, as a rule, the women come here for work when their employer is away and return when the house opens again. I have several such arrangements.

(4) I don't think the wages have gone up, and few employers are willing to pay fares. I consider half-days or early morning and Saturday afternoon office work is the most wretchedly paid. On the other hand, we have some excellent and most considerate employers, and many women get help, clothes, sheets, etc., apart from their wage and fare and food.

(5) I should think that flats have increased the number of charwomen on the whole, but much of it is not very good work, often only a few hours in the morning. I have two or three members in good regular all-day work in flats. Most of the people who are recommended here for work ask for office cleaning, a thing I rarely get as it appears to be passed on from one woman to another, and for any advertisement for office cleaning there would be countless applicants. This work is considered less arduous than house work and I may say from experience, office work as a rule is not efficiently done, and leaves much to be desired in the worker.

I hope this is in order, and anything else I can do I shall be glad to do if you will let me know.

I think bad servants have increased the demand for charwomen and the supply servant.

Yours sincerely,

(Signed) F. POTTER.

APPENDIX No. XCIV (i).—Continued.

Handed in by Mrs. Ramsay MacDonald. (Q. 82745.)

THE ASSOCIATION OF TRAINED CHARWOMEN, CARETAKERS, SUPPLY SERVANTS, LAUNDRY WOMEN, JOBBING DRESSMAKERS, UPHOLSTERESSES, CARPET MENDERS, AND WOMEN FOR ODD JOBS.

I.—OBJECT AND METHODS.

The Staff.

The Association of Trained Charwomen, etc., is a labour bureau, not a registry office. It has on its staff, various classes of workers, such as caretakers, charwomen of many different grades, daily and temporary servants, upholsteresses, carpet-menders and makers, dressmakers, and needlewomen, and a tailoress who can renovate men's clothes or convert them into clothes for boys. The Association of Trained Charwomen does not undertake the supply of permanent servants, but a few who have been recommended have been placed with encouraging results.

Object.

It was founded in 1898 by the Women's Industrial Council, with the object of helping one of the most helpless, as well as one of the largest classes of the community; women, who, handicapped perhaps by age and lack of training, have in most cases to earn enough, not only for themselves, but for the support of their children also, and only too often for an "unemployed" husband as well. Many, too, are widows, left with children to bring up, some, with quite young children. Such women are quite unable themselves to stand out for fair wages and

fair hours. The homes, too, are often far enough from the employer's house, whatever efforts the Hon. Secretary makes to arrange the service locally, and the expenses and difficulties of going backwards and forwards to work, reduce very considerably even a fair nominal wage.

The Need Supplied.

There is no doubt that in the growing scarcity of servants, the Association is increasingly required. There need be no limit to its growth, and if it grows, the servant difficulty, at least for those who live in flats and are willing to be content with daily servants, would be met. Such people are an ever increasing part of the population, and to them the Association of Trained Charwomen specially appeals for support.

Conditions of Membership.

The Association only accepts women who are recommended to it by responsible persons or institutions, as women of really good general character, whose reputation for honesty, sobriety and cleanliness is well established. Nearly all of them have been, at some period of their lives, domestic servants in good situations.


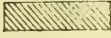
APPENDIX N° XCIII.

Handed in by M^r W. G. Martley, Poplar. (Q.82011.)

THE RESIDUUM.

AN ARGUMENT GRAPHICALLY PRESENTED

CHARACTER		EARNING(M ^r CHAS. BOOTH'S CLASSES)							EFFICIENCY	
		A	B	C	D	E	F	G		
a	EXCELLENT	↓				←	←		BAD	ε
b	GOOD		←	←	←				INDIFFERENT	δ
c	AVERAGE	RESIDUUM	THE	→	→	→	→	→	AVERAGE	γ
d	INDIFFERENT								GOOD	β
e	BAD	↑	←	←	←	←			EXCELLENT	α

The shading thus  shows the estimated proportion of character in each class.
" " "  " " " " " efficiency. Where these are combined the tendency is upwards; where they are separated it is downwards. The Residuum is made up of all classes.
A. B & C are at a great disadvantage in bargaining. There is a permanent economic residuum due to this cause.

APPENDIX No. XCIV. (i).—*Continued.**Handed in by Mrs. Ramsay MacDonald. (Q. 82745.)*

Such charwomen as the Association under these conditions accepts for membership of the Association of Trained Charwomen are placed on a probationary list for one month and are then required to undergo a week's training in household work under a certificated teacher of domestic economy, partly that their work may be tested and they themselves placed on the classified list according to their capabilities, partly that those whose period of domestic service is remote, may be reminded of much that they have forgotten and shown the best modern methods of cleaning and polishing. Other classes of workers, *i.e.*, needle women, upholsteresses, etc., are selected and tested with equal care.

Training.

The person or institution who introduces the worker and who guarantees her as regards character, honesty and sobriety, pays 10s. for this training. It is unfortunately impossible to reduce the amount as the teacher can only take a very small number of women at a time, and under a quota of 10s. it is impossible to make up her fee. In a few cases of exceptionally qualified workers the training has not been considered necessary, and the lady recommending, or the worker herself, has given a small donation on admission in lieu of the training fee.

Character Book.

On the teacher's Report the women are classified according to kinds of work, quality of work, district in which they live, and special circumstances (such as, that they can, or cannot sleep in). They are then given an engagement register, in which the rules of the Association are clearly written. This book they take with them and every employer is asked to write and sign remarks as to work done. It forms, therefore, a series of characters, and shows what employment the worker has had, and how she has acquitted herself therein. Some of the older members have more than one such volume and are justly proud of their record.

The women are expected to pay 1d. on every six day's work (*i.e.*, on a minimum of 15s. earned) and should they obtain a permanent situation through the Association of Trained Charwomen, to give 1s. after three months in the place. As quickly as possible the women are provided with permanent engagements on certain regular days a week for those who prefer it, or who have too many home duties to enable them to do daily work. As it is thought necessary that the Association should remain closely in touch with the workers, which would not be possible unless it was able to supply them with sufficient work, new members are only admitted in proportion to the growth in the number of employers. The Association does not therefore have a very large number of women on its books, but it is in close touch with its staff, and can in most cases, offer them a supply of work suited to their needs.

The question of the standard of wages and hours was a very serious one, but after much consultation with other societies and ample deliberation, it was decided to fix the standard at 2s. 6d., with keep, for a ten hours day, or 3s. 6d. without keep, or by the hour, 6d. for the first hour, and 4d. for each succeeding hour up to five hours, which is counted as half a day. It is believed that this standard has now become fairly general and if it should appear to any readers unduly high, they are asked to remember that for that they get a really good worker and that it has to provide the living of one, and in most cases, of several persons.

Fares.

Employers are also asked to consider the fares which are incurred when a worker does not live in the immediate neighbourhood of her employer, and in a place where class

separation according to districts is so marked as it is in London this is sometimes unavoidable. As a rule the fares do not amount to more than 4d., but in the cases when it is impossible to find a worker disengaged living close at hand and the fares amount to say 6d. or 8d., this sum, which involves no particular 'going without' to most employers reduces the workers' means of living considerably, entailing much pinching and often real loss of food to the children.

Terms.

As far as the employer, too, is concerned, the Association conducts the work very economically, charging only 6d. up to a week and a 1s. up to a month's engagement for a charwoman or a caretaker, this fee being doubled in the case of a dressmaker, upholsteress or supply servant. When a permanent engagement has been effected, employers are asked to give a donation according to their means. For the small yearly subscription of five shillings an employer can make as many engagements with every class of worker as she desires, and this arrangement is usually found most convenient to both parties, as it saves the trouble of paying and collecting small amounts.

For a full account of the expenses of the Association, readers are referred to the balance sheet at the end of this Report, and are at the same time reminded that this is only the third year of the Association's existence as a separate financial entity.

Supplementary List.

Before passing on to the detailed Report of the past year's work, the organisations committee of the Women's Industrial Council, which is responsible for the founding and for the work of the Association of Trained Charwomen, would ask its women readers to consider if there is not any way in which they could help the Association in its work on behalf of the numbers of women who apply and are recommended to the Association, and of whom only a small number can be supplied with work, as the Association of Trained Charwomen must provide work for its own members first. It has been possible without prejudice to our members, to provide work for a number of women whom for one reason or another it has not been considered advisable to enrol as members, but who have been personally recommended to the Association by employers and others. The division of the workers into members and non-members gives greater elasticity to the work of the Association and enables it to meet many more of the extremely varied needs of employers than would otherwise be possible.

How to help the Association of Trained Charwomen.

Meanwhile, the Hon. Secretary would ask readers of this Report to give a little thought, and perhaps a little time to:—

- (1) Finding superior women as members, more especially permanent servants, or those who are well trained and able to sleep in the house of an employer for a short time.
- (2) Fresh employers in London and environs.
- (3) Lists taken from private address books of friends to whom the circular of the Association (copy enclosed in this Report) might usefully be sent—especially if such lists were accompanied by permission to use the sender's name and by small donations for postage.

The Hon. Secretary of the Association of Trained Charwomen would welcome any plan for making the Association more widely known among suitable employers; the best work is derived from personal recommendations, and it must be borne in mind that the finances do not admit of advertising on a large scale.

APPENDIX No. XCIV. (ii.).—Continued.

Handed in by Mrs. Ramsay MacDonald. (Q. 82745.)

II.—EXTRACT FROM REPORT AND TABLE OF THE WORK FOR THE YEAR 1905-6.

The Association of Trained Charwomen has this year gained a larger number of new employers than during any previous year. There are now 1,290 names of employers on the books. The regular members now number seventy-five, an increase of seven workers, all of whom have been trained, and there are 139 names on the supplementary list.

In March last, a letter was received from the Central Unemployed Committee, asking that six women should be trained, and if found suitable, enrolled as members of the Association. This was done, and they have been regularly employed.

What little can be done in the way of advertisement, has been done. The paragraph in *Women's Employment* has been taken for a second year, and a full-page advertisement has been secured in the *Finger Post*. A letter was sent to twenty-six leading Dailies last December and again in October, and both times the result was a large increase in the number of applications, nearly all of which were for permanent servants, clearly showing the opening there is for unattached women. The Hon. Secretary will be glad to have some permanent servants recommended to her.

The London County Council have registered the Association as an employment agency, but not under the by-laws

as preliminary fees are not taken. Inspection has already taken place.

It is a pleasure to report that Miss Hilda Buxton has accepted the post of Hon. Treasurer of the Association of Trained Charwomen.

It has this year been found possible to pay the Council a rent of £5, as well as to pay for the work which was very kindly undertaken by Miss H. F. Harvey during the Hon. Secretary's absence abroad in the Easter and August vacations. In view of the fact that the balance at the end of the financial year amounts to £25 18s. 3d., the Committee have decided that it is now possible to take a small step towards the realisation of their original aim of paying an adequate salary for the work done, and the amount allowed for secretarial expenses will henceforth be increased by £10.

A table of the work done during the past year is given below. There are no visits tabulated in August, as the office was closed, and the numbers for that month, therefore, represent applications by letter only. It is impossible to give a complete tabulation of work done, as both employers and workers constantly omit to inform the Secretary of engagements that have taken place. The above figures, therefore, represent the minimum of work done.

WORK OF THE ASSOCIATION OF TRAINED CHARWOMEN, ETC., FOR TWELVE MONTHS.
NOVEMBER, 1905, to OCTOBER, 1906.

	No. of Fresh Situations offered by Employers.	No. of Fresh Applications of workpeople seeking situations.	No. of Workpeople engaged by Employers.	
			Permanently	Temporarily
November - - - - -	46	63	14	42
December - - - - -	70	40	12	48
January - - - - -	53	72	21	50
February - - - - -	44	65	19	47
March - - - - -	70	64	22	54
April - - - - -	62	46	22	43
May - - - - -	56	59	22	43
June - - - - -	56	51	16	42
July - - - - -	50	50	14	60
August - - - - -	23	12		17
September - - - - -	49	64	18	43
October - - - - -	115	62	24	53
	694	648	204	542

SUMMARY OF OCCUPATION FOR TWELVE MONTHS.

Charwomen - - - - -	276	391	102	295
Servants - - - - -	246	119	52	105
Dressmakers - - - - -	91	44	31	96
Upholsteresses and Carpet Makers and Needlewomen - - - - -	28	13	11	27
Fur Sewer - - - - -	1	—	—	1
Tailoress - - - - -	—	—	—	—
Caretakers - - - - -	24	29	6	16
Housekeepers - - - - -	21	40	2	2
Laundry - - - - -	3	5	—	—
Nursing - - - - -	3	4	—	—
Useful Maid - - - - -	1	—	—	—
Clerk - - - - -	—	1	—	—
Lady Waitresses - - - - -	—	2	—	—
	694	648	204	542

APPENDIX No. XCIV. (iii.).—*Continued.*

Handed in by Mrs. Ramsay MacDonald. (Q. 82745.)

III.—CIRCULAR TO EMPLOYERS.

The Association of Trained Charwomen consists of a large staff of women, all of whom are thoroughly recommended from personal experience for honesty, sobriety, general character, and knowledge of their work. The charwomen are women who have been in good service, and who, when necessary, have been further trained under a certificated teacher of domestic economy. The jobbing dressmakers and others are workers of skill and experience, who have been selected and tested with great care. The Association of Trained Charwomen is thus able to offer to employers in every district of London and neighbourhood, assistance in all domestic emergencies. Compliance with demands under forty-eight hours notice cannot be guaranteed. If shorter notice is given, an extra shilling for telegraph charges should be sent, and a worker then can then usually be supplied within a few hours.

Employers are asked to write by return when they have completed arrangements with a worker. By this means others are saved from disappointment.

Terms.—6d. for an engagement of a week or less; 1s. up to a month. For supply servants, needlewomen, and upholsteresses the fees for the week and the month are doubled. Amounts up to one shilling should be sent in half-penny stamps. Fee for permanent engagements by arrangement with the Hon. Secretary.

A subscription of 5s. covers all engagements with every class of worker for a year.

Hours.—Not to exceed 10 hours a day.

Wages.—To be paid direct to the worker—2s. 6d. per day with food; 3s. 6d. per day without food. A minimum of 12s. a week, or by arrangement, if for a permanency. Wages of dressmakers and upholsteresses, etc., 3s. a day, with fares and food. These workers are able to stay in the house if required to do so.

When names and addresses of workers are furnished to employers unable to make immediate arrangements, 6d. or a week's fee, is charged, pending an engagement.

APPENDIX No. XCV. (A).
Handed in by Mr. G. N. Barnes, M.P. (Q. 82863).
ANNUAL INCOME, EXPENDITURE, ETC.

This Table shows the average number of Members per month on chief benefits, also proportion of same to total number of Members, Total Income under chief heads, and amount of Contributions per head, as also Total Expenditure and amount per head.

YEAR.	AVERAGE NUMBER OF MEMBERS ON UNEMPLOYED BENEFIT.		AVERAGE NUMBER OF MEMBERS ON SICK BENEFIT.		AVERAGE NUMBER OF MEMBERS ON SUPERANNUATION BENEFIT.		ANNUAL INCOME.		CHIEF SOURCES OF INCOME.				ANNUAL EXPENDITURE.		Net Contributions to Federation.
	Number of Members at the end of each year.	(2)	Percentage of Total Number of Members at end of Year.	(4)	Percentage of Total Number of Members at end of Year.	(6)	Per Month.	(8)	Amount per Member	(10)	(11)	Interest on Funds.	(13)	(14)	
1851 - -	11,829	193	1.6	171	1.4	11	0.1	22,107	£ s. d. 1 13 2½	19,658	2,248	136	11,488	- 19 5	-
1852 - -	9,737	823	8.4	145	1.5	26	0.3	52,606	3 4 5½	31,390	500	154	47,224	4 17 -	-
1853 - -	10,757	87	0.8	164	1.5	35	0.3	24,801	2 2 2½	22,719	1,926	107	12,492	1 3 2½	-
1854 - -	11,617	158	1.3	177	1.5	38	0.3	27,778	2 4 -	25,553	1,647	343	16,388	1 9 2½	-
1855 - -	12,553	441	3.5	210	1.7	42	0.3	29,837	2 3 6½	27,345	1,726	555	23,345	1 17 2½	-
1856 - -	13,405	434	3.2	225	1.7	53	0.4	32,500	2 4 4½	29,750	1,610	933	24,967	1 17 3	-
1857 - -	14,299	529	3.7	247	1.7	58	0.4	34,898	2 4 8	31,938	1,687	1,089	30,179	2 2 2½	-
1858 - -	15,194	1,499	9.8	358	2.4	77	0.5	34,123	2 - 9½	30,994	1,693	1,266	51,716	3 8 1	-
1859 - -	17,790	610	3.4	307	1.7	110	0.6	42,833	2 3 10	38,998	2,720	648	36,355	2 - 10½	-
1860 - -	20,935	256	1.2	329	1.6	125	0.6	52,594	2 5 8	48,806	3,410	848	29,228	1 7 11	-
1861 - -	22,862	724	3.2	388	1.7	130	0.6	56,133	2 5 2	51,642	2,632	1,401	42,939	1 17 6½	-
1862 - -	24,234	1,590	6.5	435	1.8	139	0.6	57,783	2 4 3½	53,683	2,331	1,580	63,565	2 12 5½	-
1863 - -	26,058	1,412	5.4	508	1.9	168	0.6	61,974	2 4 4	57,777	2,444	1,448	62,380	2 7 11	-
1864 - -	28,815	658	2.3	524	1.8	196	0.7	71,056	2 5 3½	65,296	3,323	1,992	51,518	1 15 10	-
1865 - -	30,984	560	1.8	555	1.8	251	0.8	77,373	2 5 9½	60,975	3,073	2,756	49,172	1 11 9	-
1866 - -	33,007	808	2.4	554	1.6	250	0.7	83,203	2 5 8½	75,436	3,348	3,658	60,448	1 16 7½	-
1867 - -	33,325	2,209	6.6	632	1.9	280	0.8	86,255	2 7 8½	78,803	2,068	3,000	99,061	2 19 5½	-
1868 - -	33,474	2,777	8.3	690	2.0	330	0.9	83,245	2 6 2	78,276	1,594	2,532	109,309	2 5 3½	-
1869 - -	33,539	2,619	7.8	703	2.1	368	1.1	82,406	2 6 2½	77,549	1,857	2,274	104,929	3 2 7	-
1870 - -	34,711	1,466	4.2	732	2.1	408	1.2	85,329	2 6 4	80,336	2,482	1,701	79,039	2 5 6½	-

1871	37,790	510	1.3	740	1.9	416	1.1	91,271	2 4 9½	84,609	4,255	1,738	57,412	1 10 4½	—
1872	41,075	397	0.9	698	1.7	414	1.0	105,377	3 7 3½	97,147	4,871	2,567	63,390	1 10 10½	—
1873	42,382	465	1.1	711	1.7	437	1.0	109,809	2 7 11½	101,983	3,605	3,851	65,875	1 11 1	—
1874	43,150	674	1.6	785	1.8	449	1.0	118,556	2 10 4½	108,752	3,143	5,005	180,489	1 17 3½	—
1875	44,032	1,077	2.4	862	1.9	487	1.1	120,024	2 10 3½	110,665	3,019	5,512	94,157	2 2 9½	—
1876	44,578	1,627	3.6	906	2.0	541	1.2	120,206	2 9 6½	110,724	2,715	5,957	109,208	2 9 0½	—
1877	45,071	2,118	4.7	734	2.1	604	1.1	121,215	2 9 2	110,779	2,508	5,996	120,805	2 13 7½	—
1878	45,408	2,974	6.5	987	2.2	696	1.2	123,881	2 9 11½	113,485	2,653	6,294	146,967	3 4 8½	—
1879	44,078	5,879	13.3	1,098	2.4	799	1.8	135,267	2 17 2½	126,056	2,084	5,626	245,598	5 11 5½	—
1880	44,692	2,646	5.9	1,005	2.2	928	2.1	128,047	2 13 10½	120,414	2,712	4,032	138,629	3 2 ½	—
1881	46,101	1,630	3.5	1,042	2.2	1,029	2.2	132,506	2 13 10½	124,109	3,378	3,641	116,293	2 10 5½	—
1882	48,388	889	1.8	1,069	2.2	1,162	2.4	124,408	2 7 6½	115,176	4,437	3,497	101,971	2 2 3½	—
1883	50,418	1,177	2.3	1,117	2.2	1,235	2.4	134,649	2 9 4½	124,504	4,297	4,181	123,215	2 9 1½	—
1884	50,681	2,591	5.1	1,168	2.3	1,338	2.6	157,484	2 18 4	147,818	2,898	4,103	172,200	3 7 11½	—
1885	51,689	3,240	6.2	1,275	2.4	1,405	2.7	144,639	2 12 9½	136,513	3,088	3,696	187,312	3 12 5	—
1886	52,019	3,859	7.4	1,291	2.5	1,480	2.8	173,937	3 4 0½	166,638	2,720	2,842	180,964	3 9 4½	—
1887	51,869	3,292	6.3	1,287	2.5	1,553	2.9	188,805	3 10 1½	181,864	2,578	2,473	175,364	3 7 7½	—
1888	53,740	2,239	4.2	1,345	2.5	1,641	3.0	199,732	3 7 7½	181,683	3,709	2,685	156,083	2 18 1	—
1889	60,728	1,208	1.9	1,352	2.2	1,755	2.8	183,651	2 16 3½	170,869	7,792	3,309	132,642	2 3 8	—
1890	67,928	1,126	1.6	1,551	2.2	1,871	2.7	183,469	2 14 0½	168,350	9,103	4,359	153,739	2 5 3	—
1891	71,221	2,153	3.0	1,783	2.5	1,967	2.7	189,773	2 13 7½	175,220	6,023	5,204	192,031	2 13 11	—
1892	70,909	4,879	6.9	1,732	2.4	2,100	3.0	245,667	3 9 3½	234,420	3,938	5,485	268,576	3 15 9	—
1893	73,536	5,924	8.0	1,798	2.4	2,312	3.1	265,214	3 12 2	253,901	4,633	4,845	282,104	3 16 8½	—
1894	75,510	6,454	8.4	1,800	2.3	2,430	3.2	268,371	3 11 1	258,954	3,458	4,481	281,524	3 14 6½	—
1895	79,135	4,969	6.1	2,049	2.6	2,604	3.3	296,959	3 15 ½	285,446	4,238	4,111	278,696	3 10 5	—
1896	87,313	2,708	3.0	1,893	2.1	2,774	3.1	347,867	3 19 8	330,916	7,632	4,356	248,100	2 16 9½	—
1897	91,944	13,612	14.8	2,160	2.3	3,006	3.2	559,368	6 1 8	441,940	5,754	6,270	690,399	7 10 2	—
1898	83,564	6,851	8.1	1,845	2.2	3,193	3.8	450,727	5 7 10½	378,782	3,394	3,398	417,457	5 0 0	—
1899	84,957	2,056	2.4	2,045	2.4	3,438	4.04	324,112	3 16 3½	312,419	4,487	3,359	225,066	2 12 11½	—
1900	87,672	1,785	2.0	2,114	2.4	3,602	4.1	333,555	3 16 1	317,340	4,777	8,045	234,194	2 13 5	1 7
1901	90,943	2,357	2.6	2,042	2.2	3,849	4.2	347,041	3 16 3½	327,347	5,024	11,227	260,635	2 15 8½	1 6
1902	93,252	3,716	4.4	2,150	2.4	4,225	4.5	353,412	3 15 9½	331,206	4,494	14,363	299,400	3 2 8½	1 4
1903	95,403	3,839	5.0	2,208	2.4	4,386	4.7	362,562	3 16 1½	336,616	4,717	16,967	306,504	3 4 3	1 5
1904	96,106	5,427	5.6	2,244	2.3	4,696	4.9	369,370	3 15 9½	343,339	3,686	18,632	365,814	3 10 1	1 1
1905	98,666	4,508	4.5	2,308	2.2	4,955	5.0	379,375	3 16 10½	352,372	4,488	18,627	343,897	3 9 8½	0 5½
1906	104,871	2,509	2.8	2,415	2.7	5,091	5.0	400,699	3 16 5	370,170	4,547	20,485	313,084	2 19 8½	0 9

APPENDIX No. XCV. (A).—continued.

Papers handed in by Mr. G. N. Barnes, M.P. (Q. 82863).

EXPENDITURE UNDER MAIN HEADS AND BALANCE AT END OF EACH YEAR.

Year.	No. of Members.	Donations, &c.		Sick.		Superannuation.		Accidents.		Funerals.		Benevolent Fund.		Assistance to others.		General Fund.		Superannuation Fund. Worth at end of the Year.	Total Worth of Funds.
		Yearly Amount.	Per Member.	Yearly Amount.	Per Member.	Yearly Amount.	Per Member.	Yearly Amount.	Per Member.	Yearly Amount.	Per Member.	Yearly Amount.	Per Member.	Yearly Amount.	Per Member.	Worth of Fund at end of Year.	Amount per Member.		
		£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.
1851 -	11,829	5,111	8 7½	2,809	4 9	120	2½	350	7½	847	1 6½	—	—	—	—	21,705	4 11½	—	—
1852 -	9,737	46,670	4 1 0½	3,789	7 1½	385	8½	350	8½	997	1 10½	—	—	—	—	7,103	4 2½	—	—
1853 -	10,757	2,622	4 10½	4,047	7 6½	503	11½	200	4½	1,304	2 5	—	—	296	6½	17,812	16 7	—	—
1854 -	11,617	4,364	7 6½	4,232	7 3	518	10½	100	2	1,295	2 2½	181	3½	1,075	1 10½	20,202	11 9	—	—
1855 -	12,553	12,278	19 6½	5,045	8 0½	585	11½	300	5½	1,300	2 1	148	2½	145	2½	35,895	1 11	—	—
1856 -	13,405	12,803	19 1½	5,292	7 10½	714	1 ¾	450	8	1,561	2 4	277	5	200	3½	43,207	18 3½	—	—
1857 -	14,299	14,160	19 9½	5,980	8 4½	898	1 3	1,150	1 7½	1,593	2 2½	178	3	263	4½	47,947	4 10½	—	—
1858 -	15,194	35,390	2 6 7	6,778	8 11	1,449	1 11	1,400	1 10	2,351	3 1½	105	1½	193	3	30,353	12 1½	—	—
1859 -	17,790	15,863	17 10	8,094	9 1	2,109	2 4½	600	8½	2,547	2 10½	315	4½	2,626	2 11½	36,831	19 8	—	—
1860 -	20,935	7,841	7 5½	8,421	8 0½	2,370	2 3½	900	10½	2,372	2 3½	275	3½	1,385	1 3½	60,198	1 6	—	—
1861 -	22,862	20,474	17 11	9,816	8 7	2,439	2 1½	700	7½	2,998	2 7½	394	4½	447	4½	73,398	1 ½	—	—
1862 -	24,234	39,116	1 12 3½	10,847	8 11½	2,654	2 2½	1,200	1 2	3,031	2 6	1,086	10½	398	6½	67,615	16 6	—	—
1863 -	26,058	32,653	1 5 1½	12,580	9 8	3,105	2 4½	1,800	1 4½	3,593	2 9	1,526	1 2	280	2½	67,410	3 8	—	—
1864 -	28,815	16,425	11 4½	13,612	9 5½	3,902	2 8½	1,100	9½	3,924	2 8½	1,095	9½	639	5½	86,947	15 —	—	—
1865 -	30,984	14,070	9 1	13,785	8 11	5,184	3 4	1,800	1 2	4,887	3 2	820	6½	468	3½	115,317	13 10½	—	—
1866 -	33,007	22,782	1 13 9½	13,712	8 3½	5,232	3 2	1,600	11½	5,319	3 2½	851	6½	1,360	9½	138,113	8 3	—	—
1867 -	33,325	58,243	1 14 11½	15,557	9 4	5,982	3 7	1,000	7½	5,282	3 2	2,249	1 4½	600	4½	125,263	2 7	—	—
1868 -	33,474	64,979	1 18 9½	16,992	10 1½	7,123	4 3	1,000	7½	5,049	3 —	3,026	1 9½	—	—	98,669	2 1½	—	—
1869 -	33,539	59,980	1 15 9½	17,777	10 7½	8,055	4 9½	1,600	11½	5,600	3 4	2,351	1 4½	50	—	76,176	7 10	—	—
1870 -	34,711	32,707	18 10½	18,195	10 5½	8,994	5 2½	1,600	11	5,792	3 4	1,662	11½	384	0 2½	82,467	6 11½	—	—
1871 -	37,790	12,357	6 6½	18,496	9 9½	8,942	4 8½	700	4½	6,205	3 3½	1,241	7½	30	—	116,326	6 7½	—	—
1872 -	41,075	15,377	7 5½	18,563	9 0½	9,116	4 5½	1,100	6½	6,273	3 ¾	1,337	7½	297	1½	158,313	15 10½	—	—
1873 -	42,382	15,562	7 4	18,022	8 6	9,477	4 5½	1,800	10½	6,567	3 1½	1,436	8½	694	—	200,923	1 6½	—	—

1874 -	43,150	21,093	- 9 9½	20,014	9 3½	10,430	4 10	1,300	- 7½	6,684	3 1½	1,907	- 10½	1,459	- 8½	238,989	10 9½	5 10 9½	-
1875 -	44,032	31,560	- 14 4	22,495	10 2½	11,109	5 -½	1,800	- 9½	7,889	3 7	2,737	1 3	3,592	1 7½	264,641	17 1	6 - 2½	-
1876 -	44,578	45,036	1 0 2½	23,242	10 5	12,538	5 7½	1,100	- 6	7,539	3 4½	3,755	1 8½	1,815	0 9½	275,146	15 9½	6 3 5½	-
1877 -	45,071	54,470	1 4 2	23,257	10 3½	13,858	6 1½	2,200	- 11½	7,659	3 4½	3,983	1 9½	1,515	- 8	275,270	- 2½	6 2 1½	-
1878 -	45,408	75,552	1 13 3½	24,054	10 7½	15,706	6 11	1,500	- 8	7,874	3 5½	4,089	1 9½	2,681	1 2½	251,675	8 6½	5 10 10½	-
1879 -	44,078	149,931	3 8 0½	26,514	12 -½	17,730	8 -½	1,800	- 9½	7,387	3 4½	6,378	2 10½	20,576	9 4	141,116	6 10	3 4 -½	-
1880 -	44,692	62,113	1 7 9½	24,202	10 10	20,958	9 4½	1,900	- 10½	6,553	2 11½	3,473	1 6½	4,344	1 11½	130,074	- 2½	2 18 2½	-
1881 -	46,101	40,017	- 17 4½	25,672	11 1½	22,524	10 2½	2,500	1 1	7,863	3 5	2,052	- 10½	510	- 2½	145,957	4 5½	3 3 3½	-
1882 -	48,388	23,043	- 9 6½	26,272	10 10½	26,311	10 11	1,800	- 9	7,648	3 2	1,931	- 9½	389	- 2	168,200	6 3	3 3 9 6½	-
1883 -	50,418	35,252	- 14 0½	27,448	10 11½	28,496	11 4½	1,500	- 7½	8,620	3 5½	2,295	- 10½	4,775	1 10½	178,125	7 10½	3 10 7½	-
1884 -	50,681	62,310	1 4 7½	29,074	11 5½	30,519	12 -½	2,100	- 10	8,253	3 3½	3,297	1 3½	20,579	8 -	162,768	10 7½	3 4 2½	-
1885 -	51,689	78,669	1 10 5½	30,877	11 11½	32,608	12 7½	1,800	- 8½	8,689	3 4½	4,160	1 7½	9,673	3 8½	119,130	9 2	2 6 1	-
1886 -	52,019	86,460	1 17 11½	30,462	13 4½	33,951	14 11	1,450	- 7½	8,881	3 10½	3,361	1 5½	324	- 1½	111,678	16 1½	2 2 11½	-
1887 -	51,869	80,458	1 11 0½	31,138	12 0	36,163	14 -	1,850	- 8½	9,021	3 5½	2,554	- 11½	607	- 2½	125,120	- -	2 8 3	-
1888 -	53,740	54,740	1 0 4½	32,160	11 11½	38,343	14 2½	3,053	1 1½	9,381	3 4½	2,059	- 9½	111	- ½	158,769	19 3	2 19 1	-
1889 -	60,728	29,733	- 9 9½	30,992	10 2½	40,170	13 2½	2,177	- 8½	9,289	3 -½	2,050	- 8	1,920	- 7½	209,779	13 0	3 9 1	-
1890 -	67,928	33,524	- 9 10½	36,953	10 10½	42,778	12 7	1,890	- 6½	11,632	3 5	2,323	- 8½	5,688	1 8	239,509	7 2½	3 10 6½	-
1891 -	71,221	59,451	- 16 8½	41,761	11 8½	44,221	12 5	1,561	- 5½	12,060	3 4½	2,364	- 8½	9,067	2 6½	237,251	9 5½	3 6 7½	-
1892 -	70,909	132,905	1 17 5½	40,200	11 3½	47,388	13 4½	1,959	- 5½	11,357	3 2½	4,333	1 2½	4,356	1 2½	214,344	5 11½	3 - 5½	-
1893 -	73,526	136,006	1 17 0	43,560	11 10½	52,159	14 2½	4,000	1 1	12,976	3 6½	5,897	1 7½	4,868	1 3½	185,854	2 11	2 10 6½	-
1894 -	75,510	141,465	1 17 5½	41,324	10 11½	55,432	14 8½	1,900	- 6	11,101	2 11½	5,896	1 6½	1,568	- 5	161,083	19 3	2 2 8	-
1895 -	79,134	108,947	1 7 6½	47,199	11 11	58,990	14 11	2,700	- 8	12,374	3 1½	3,867	- 11½	16,353	4 1½	170,577	13 4½	2 3 1½	-
1896 -	87,313	66,436	- 15 2½	44,377	10 1½	63,747	14 7	2,010	- 5½	12,739	3 -	2,663	- 7½	27,437	6 3½	254,156	16 3	2 18 3½	-
1897 -	91,944	281,177	3 1 1½	42,166	9 2	68,760	14 11½	2,790	- 7½	12,735	2 9	2,134	- 5½	119,712	26 -	105,274	10 4½	1 2 10½	-
1898 -	83,564	120,874	1 8 11½	42,573	10 2	74,688	17 10½	2,643	- 7½	13,402	3 2½	2,784	- 8	34,152	8 2	120,453	5 10	1 8 10	-
1899 -	84,957	46,797	- 11 0	46,464	10 11½	79,252	18 7½	1,407	- 3½	13,950	3 3½	2,226	- 6½	5,408	1 3½	200,308	4 11½	2 7 1½	-
1900 -	87,672	43,891	- 10 0	49,133	11 2½	83,806	19 1½	2,206	- 6	14,309	3 3½	2,171	- 6	1,407	- 3½	279,386	4 3½	3 3 8½	-
1901 -	90,943	57,166	- 12 6	47,724	10 6	90,389	19 10½	1,592	- 4	14,326	3 1½	2,523	- 6½	2,527	- 6½	342,248	14 3½	3 15 3	-
1902 -	93,252	87,029	- 18 7½	48,661	10 5½	95,767	20 6½	2,100	- 5½	13,839	2 11½	3,248	- 7	775	- 2	371,547	13 5½	3 19 8	-
1903 -	95,403	87,240	- 18 3½	48,557	10 2½	101,419	21 3	3,600	- 9½	12,905	2 8½	2,368	- 9½	2,387	- 6	401,208	10 8½	4 4 1	-
1904 -	96,160	126,988	1 6 5	50,954	10 7	111,367	23 2	2,900	- 7½	14,271	2 11½	4,446	- 11	719	- 2	377,220	14 1½	3 18 -½	-
1905 -	98,666	96,973	- 19 7½	51,122	10 4½	116,337	23 7½	3,000	- 7½	14,803	3 0	4,044	- 9½	469	- 1½	385,537	19 3½	3 19 1½	-
1906 -	104,871	58,994	11 3	55,339	10 6½	120,926	23 0½	2,000	- 4½	15,152	2 10½	3,258	- 7½	26	- ½	444,116	11 3½	4 4 8½	-
		3,178,636	63 18 9½	1,458,381	560 9	1,789,696	518 2	90,682	40 8½	433,939	168 11½	128,493	49 2½	326,619	106 9½				

Total cost per member, £136 3s. 6d.

Total benefit for 56 years, £7,360,436.

APPENDIX No. XCV. (B.).

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

AMALGAMATED SOCIETY OF ENGINEERS.

(ESTABLISHED JANUARY 1ST, 1851.)

EXTRACTS FROM RULES AS REVISED AT THE TWELFTH DELEGATE MEETING HELD AT LONDON, 1907. IN FORCE ON AND FROM JANUARY 1ST, 1908.

RULE I.—NAME, OBJECTS, AND CONSTITUTION.

Name.

1. The society formed under these rules, hereafter called "The Society," shall be known by the title of The Amalgamated Society of Engineers.

Trades to which members may belong.

2. The Society shall consist of members belonging to, and earning the rate of wages fixed by the district committee for the following trades or branches: Smiths, ship smiths, angle iron smiths, ships' plumbers, fitters or turners or either of these, or others here mentioned as seagoing engineers, roll turners, pattern makers, machinists, millwrights, mechanical draughtsmen, planers, borers, slotters, machine drillers, milling machine workers, shapers, and other machine men; brass finishers and coppersmiths employed in the engineering and shipbuilding trades; armature winders and electrical engineers generally, mechanical and scientific instrument makers, machine joiners employed in the construction of cotton, silk, flax, woollen, or other machinery; die sinkers, press tool makers and stampers, or drop hammer forgers employed in the engineering and kindred trades.

Objects.

3. The objects for which the society is established are: By the provision and distribution of funds and by the other means hereafter mentioned on the conditions set forth in these rules, to protect and regulate the conditions of labour in the trades in the last clause mentioned, and the relation of its members with them; to promote the general and material welfare of its members; to assist them when out of work or in distressed circumstances; to assist such of them as desire it to acquire possession of their dwellings; to provide them with legal assistance in obtaining redress for accidents; to support them in case of sickness, accidents, and by superannuation; also to provide for their burial and for the burial of their wives, and compensation for loss of tools by fire or water; to aid by federation other societies which do not come under preamble of our rules, and other trade societies having for their objects, or one of them, the promotion of the interests of workmen; and, by extending our system of investments for co-operative productive purposes, to assist in altering the competitive system of industry for a co-operative system in order to secure a full share of the fruits of our labour. But before, however, any money can be invested by the executive council for the last-named purpose the object and amount proposed to be invested shall be clearly defined by them and a vote of the members taken, when the majority for or against shall decide whether the society adopt the proposal or not.

RULE IX.—SICK STEWARDS.

stewards; number and duties of.

3. Branches shall have a discretionary power as to the number and mode of appointing their stewards, and any full member shall be liable to be called upon to serve as such when he has been in the society twelve months. A sick steward shall visit the sick once in each week, or oftener if the branch think it necessary, except in cases where the member is afflicted with an infectious disease, in which case his medical attendant shall be consulted. But in all cases where there is no infectious disease the sick member must be seen by the sick visitor. The sick steward shall, when necessary, remit sick, superannuation, or donation benefit, and shall receive 2d. for each remittance, but the cost of remitting donation and superannuation benefits, must be deducted from those benefits. They shall report every visit personally, or in writing, to the secretary once in each week, and to the

branch on the meeting night. They shall be provided with a book, which must be signed by the sick member each time he is visited (or, if he is not able to sign, by his friends in his presence), the date he is visited being noted therein. They shall pay the sick member as early as possible on Friday evening, unless he reside more than two miles from the clubhouse, in which case he shall be paid not later than Saturday at 6 p.m. But if a sick member resides over two miles from his own or any other branch, his sick pay may be sent by post. For neglecting any of the duties enumerated in this clause a fine of 6d. will be imposed.

4. A sick steward shall receive 3d. for each visit paid to a sick member, and shall be held responsible for all moneys entrusted to him. He shall attend on regular meeting nights at the time appointed by each branch, report how he found the sick, and produce the sick book to the president, who shall examine and sign the same. For non-attendance he shall be fined 1s., unless a satisfactory reason be given to the members on the following meeting night, but should be he unable to fulfil his duties through sickness, leaving the district, or any other cause the secretary shall appoint another member to fill his office until the next meeting of the branch.

RULE XII.—VACANT BOOKS.

1. Each branch shall be provided with a vacant book which shall be kept as the branch may direct, and in which there shall be kept a list of shops, and the address of the registrar. A list of shops and meal hours shall also be kept by the secretary of each branch, except in towns where more than one branch exists, in which case it shall be left to the discretion of the district committee how, and in what place, such list shall be kept.

2. Every member out of employment who is in receipt of donation, and residing within two miles from the clubhouse or vacant-book office, must each day (Sundays and usual district holidays excepted) sign his name and place the number of his contribution card in the vacant book, in ink, or answer to the vacant-book keeper where the vacant book is so kept; but should any member reside more than two miles from any clubhouse or vacant-book office, he shall sign every alternate day (Sundays and the usual holidays of the district excepted), at such hours as each district committee may appoint, but not later than five o'clock in the evening or twelve o'clock on Saturday. If the member reside five miles, but less than ten, from the clubhouse or vacant-book office, the regulation of his case shall be left to the discretion of the branch; but in no case shall any such member sign less than once a week. In the case of members distant ten miles and upwards, the branch may use its discretion but in every such case the member must send in a certificate weekly, signed by two members or two respectable householders, testifying that he is unemployed. In countries outside the United Kingdom, district committees shall have power to regulate the time of attendance and distance to travel to sign the vacant book. In the event of a member having contagious sickness in his family he shall be exempt from signing for the time being, on the production of satisfactory evidence to the secretary. Any strange member wishing to use the vacant book shall produce a travelling card or a certificate of membership before being allowed to do so. No secretary shall be allowed to grant leave to any

APPENDIX No. XCV. (B).—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

penalties for non-attendance. member to omit signing the vacant book, except in the case of such as may be going a distance in search of employment. Any member neglecting to sign as specified shall for each neglect lose his day's allowance.

Leading of book at branch meetings. 3. The vacant book shall be brought up each branch-meeting night, and the names of the members signing the same read over at the meeting, and all members signing must attend the branch meeting at least once each month or be fined 1s. Whenever a member knows of a vacancy, or leaves one situation to go to another, or if he give or receive notice to leave his employment, he shall give information, in writing, to the secretary of the branch to which he belongs, and to the nearest branch secretary or vacant-book keeper, within twenty-four hours, or be fined 2s. 6d. for each neglect, unless a satisfactory reason be given to the branch. Any member commencing work must inform his branch secretary, also the nearest branch secretary where he is at work, in writing, within forty-eight hours, and also give his rate of pay within three days after receiving the same or be fined 1s. The last sentence relating to members notifying secretaries shall be printed on pence cards.

Central book offices. 4. There shall be central vacant-book offices in Glasgow, Leeds, Liverpool, and Manchester. There may be also central vacant-book offices established in Newcastle-on-Tyne, Belfast, Cardiff, Bolton, Birmingham, Oldham, Melbourne and Sydney, or at either of those places, provided that a majority of the members in either of them vote in favour of such at any time. In each case the duties of the vacant-book keeper shall be to forward to each branch secretary in his district a statement of the attendance at vacant book of their respective members once each week; he shall also post in the vacant-book office a record of the members sent to situations and the branch to which they belong.

Duties of central book keeper. 5. Where practicable all branches within two miles of vacant-book office, shall hold their meeting therein, in preference to any other premises. Vacant-book offices may be connected with the central telephone office of their district, if approved of by the executive council.

Register of unemployed. 6. In any town where there are three or more branches, but no vacant-book office, a register shall be kept, which shall contain the names of members out of employment, their address and the branch they belong to, also class of work accustomed to, the same to be under the control of the local district committee, who shall appoint an officer to attend the same, and whose name, address, and place where register is kept shall be placed in list of corresponding officers. His duties shall be to answer any application for men that may be wanted.

Payment of registrars. Districts in towns of large area (where no vacant-book office exists) shall have power to appoint more than one central register if requisite. The member or members appointed thereto shall be paid the sum of 2s. 6d. for each branch per quarter comprising such central register, the appointment and payment to be made by the district committee.

Control of. The register shall be kept in such manner and place as the district committee may annually determine, and which, in the opinion of the committee, will best serve the objects intended by this clause, namely, getting members speedily into situations.

RULE XX.—ADMISSION OF FULL MEMBERS.

1. The scale of entrances for full membership :—

		£	s.	d.
If not exceeding the age of 22 years		- 0	5	0
"	"	- 0	7	6
"	"	- 0	10	0
"	"	- 0	12	6
"	"	- 0	15	0
"	"	- 0	17	6
"	"	- 1	0	0
"	"	- 1	3	0
"	"	- 1	6	0
"	"	- 1	9	0

If not exceeding the age of 32 years		- 1	12	0
"	"	- 1	16	0
"	"	- 2	0	0
"	"	- 2	4	0
"	"	- 2	7	0
"	"	- 2	10	0
"	"	- 2	13	0
"	"	- 2	16	0
"	"	- 3	0	0
"	"	- 3	6	0
"	"	- 3	12	0

5. Each candidate for admission under this rule must be qualified for membership under the following conditions: He shall have served five years at one or more of the trades mentioned in these rules, except in countries where a less number of years' apprenticeship is the established rule; or he shall have served three years in the workshop in addition to at least four years previously in the engineering department of a technical school; or he shall have been a full member of another society, and having paid up all arrears in that society joins the Amalgamated Society of Engineers within six weeks afterwards in which case he shall be entitled to immediate benefits. In the latter event, however, the previous membership in the other society will not be reckoned as qualifying for superannuation. He shall be at least nineteen, and less than forty years of age, except in the case of candidates who have previously been members and excluded for arrears, who may be admitted up to the age of forty-five. If he has been out of his apprenticeship for two years he shall be in receipt of the rate of wages ordinarily paid to the trade in the district, and if less than two years out of his apprenticeship he shall be in receipt of the wages laid down by the district committee. He must be of good ability as a workman, of steady habits, and of good moral character. If an otherwise legally-qualified candidate falls out of work between the date of proposition and the date fixed for entrance, such fact shall not prevent his admission. Smiths, having served their time in other than engine or machine shops, shall be eligible for admission if they have worked five years at the trade and are good workmen and earning the minimum wage of the district in which they are employed. Members of other societies can be admitted in groups of not less than five, under conditions as set out in Rule XIV. Any apprentice may join as a full member within the last twelve months of his apprenticeship, provided he is at least nineteen and not more than twenty-three years of age, and has already served four years' apprenticeship. Any such apprentice shall pay entrance fees in accordance with this rule, and contributions in accordance with Rule XXV., and shall be exempt from paying any levies, except superannuation, until he is out of his apprenticeship, but shall be in all other respects under the same conditions as those joining the Society as full members.

9. No person shall be admitted a member who is at the same time a member of another trade society, except such membership of another society be but honorary, or except in the case of associated trades formed for their general protection. Any member entering any other kindred trade society shall be excluded, and forfeit all he has paid into this Society except under special circumstances, when permission must be granted by the executive council. No person shall be admitted a member who is deaf or dumb, or who is ruptured, or has lost a limb, or who is subject to fits, or who is through imperfect vision obliged to wear glasses at his work, or who has lost more than two whole fingers from one hand, unless he can produce a medical certificate to the effect that his failing is not detrimental to him in his capacity as a workman. Persons who have lost one eye may, if the remaining one be good, be admitted up to the age of thirty years, but must produce a medical certificate in proof of the soundness of the remaining eye. In all these cases the medical certificates must be submitted to the executive council prior to the admission of the candidates.

10. The candidate before being admitted shall, if the branch deem it necessary, produce a certificate of health from such surgeon as the branch may appoint, the

APPENDIX No. XCV. (B.)—Continued

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

Re Provision for unfit. expenses to be defrayed by the Society. If it be certified that he is unfit to be a member of the sick benefit, he may be admitted, and entitled to all the benefits but that of sick, and shall pay into the society the sum of 2d. per week less than is paid as full contributions, and, when unable to follow his employment through sickness, he shall be exempt from payment of contributions altogether. The same examination and condition shall apply to members of societies not having a sick fund joining this Society, who may be certified to possess a constitution unfitting them to be members of a sick society. If at any subsequent period a member, after medical examination, be declared to be of sound health and fit to be a member of a sick society, he shall be admitted and entitled to the sick benefit after having paid the full contribution for a period of fifty-two weeks.

Re Recovery of sick.

Re Notification of marriage. 12. Any member being single when admitted, and marrying at some future time, shall give notice to the secretary of his branch within four weeks or be fined 2s. 6d., and shall have no claim for funeral money for his wife until he produces proof of his marriage.

RULE XXI.

Preface to special rules. Any person working at any of the departments of trade mentioned in Rule I., and not provided for in Rule XX., may become a member if he has worked five years at the trade, and is in receipt of the usual rate of wages paid to his class in the district, or if he conforms to the conditions attached to admission under the terms of the rules here following:—

MACHINIST SECTION : FOR MACHINEMEN NOT OTHERWISE PROVIDED FOR.

The scale of entrance fees for this section shall be as follows:—

Scale for machinist's entry.	s. d.	
	At 20, and not exceeding 25 years of age -	5 0
	„ 25, „ „ 30 „ „ -	7 6
	„ 30, „ „ 35 „ „ -	11 0
	„ 35, „ „ 40 „ „ -	15 0

2s. 6d. shall be paid on night of proposition, together with 4d. for a copy of rules, and 2s. 6d. on night of admission, the remainder, if any, to be paid within a period of ten weeks from the later date.

Contributions of. The contributions shall be 10d. per week, subject to proportional increase, as per Rule XXV. Levies shall also be charged amounting to two-thirds of the amount charged to full members, excepting in the case of superannuation levy, which shall be a fixed one of 9d. per quarter, and of accident levy, which shall be half the amount charged upon full members.

Qualifications of. Every person joining this section must have been employed for two years consecutively as a machinist in the engineering trade. He must be at least twenty, and not more than forty years of age, and shall be earning the minimum rate of wages as fixed for his class by the local district committee, such wage rate, however, to be not less than 70 per cent., of the standard rate as fixed for full members.

Benefits. The members of this section shall become free and entitled to benefit at the expiry of twelve months from date of admission. They shall be entitled to donation, sick, accident, superannuation, and funeral benefits, according to the scale here following, as well as to benevolent, contingent, emergency, and legal defence fund benefits proportionate to amount of levy paid:—

Levies. If unemployed, to 10s. per week for ten weeks; 5s. per week for twelve weeks; and 2s. 6d. per week for fourteen weeks.

Unemployed benefit. If a member of ten years' standing is sick, he shall be entitled to 10s. per week for ten weeks; 5s. per week for sixteen weeks; and 2s. 6d. per week as long as he remains ill.

Sick benefit. If he has been a member less than ten years, he shall be entitled to 10s. per week for ten weeks; 5s. per week for sixteen weeks; and 2s. 6d. per week for twenty-six weeks, when the benefit shall cease.

Superannuation benefit. If a member of twenty-five years' standing has attained the age of fifty-five, and is, by reason of age and infirmity,

unable to earn his living, he shall be entitled to 5s. per week; if he has been a member thirty years, he shall be entitled to 6s. per week; if thirty-five years a member, 7s. per week; and if forty years, 8s. per week.

A member of this section shall be entitled to £50 on meeting with an accident, or on becoming afflicted in such a manner as to totally incapacitate him from earning his living, providing such accident or affliction is not the result of his own misconduct. *Accident benefit.*

On the death of a free member of this section, £8 shall be paid in accordance with the provisions of Rule XXXII. *Funeral benefit.* Any free member shall, on the death of his lawful wife, be entitled to the sum of £3, leaving £5 to be paid for his own funeral.

Any member of this section who has worked five years at the trade, and is in receipt of the rate of wages fixed by the District Committee for full members, shall be transferred to full membership. He shall then pay full contributions and levies, and shall, after twelve months, be entitled to full benefits; but, in computing qualifying time for superannuation benefit, only 70 per cent. of his membership under this rule shall be credited to him. No further entrance fee shall be required on being transferred. *Transfer to full membership.*

RULE XXII.—ADMISSION OF APPRENTICES.

1. Any apprentice who has worked two years at any of the trades mentioned in Rule I., and who is not less than seventeen or more than twenty years of age (except in the United States. . . . Canada, and Australasia, where such may be admitted into this section up to the age of 23), may be admitted as a probationary member, provided he is of good moral character, good health, and of average promise as a workman. *Qualification of.*

3. Any member of this section who shall have been in the Society at least twelve months, and who is not disentitled to benefit according to the foregoing clause, being prevented from following his employment through sickness or accident, shall be entitled to the sum of 5s. per week for twenty-six weeks, and 2s. 6d. per week for fifty-two weeks, when the benefit shall cease. Any member unable to work through sickness must, if claiming sick pay, inform his secretary, in writing, within two days; failing to do so, his claim shall only hold good from the day preceding the actual giving of notice. He shall be entitled to one-half contingent benefit, as specified in Rule XXVII., and exempted from payment of contributions in the event of suspension for six days or more provided that such suspension is caused through no fault of his own. On the death of a member not disentitled to benefit, his nominee or next-of-kin shall receive the sum of £5 as funeral allowance. *Benefits.* *Sickness.* *Contingent.* *Funeral.*

4. Any free probationary member being a pattern-maker, millwright, or machine joiner, not disentitled by arrears of contributions, who shall lose his tools by fire or water shall receive compensation to the amount of (not exceeding) £5, provided in such case the member has taken reasonable precautions for their safety, and his branch is satisfied he has done so. *Loss of tools.*

5. Any apprentice who has attained the age of nineteen years, and has been at least four years at the trade and twelve months as a probationary member, may apply to his branch to become a full member. *Transfer to full membership.*

RULE XXIII.—ADMISSION OF TRADE MEMBERS.

1. The scale of entrances for trade membership shall be half the amount paid by full members of same age, as per scale:—

	£ s. d.		Scale of entrance.
If not exceeding the age of	31	- 0 14 6	
„ „ „	32	- 0 16 0	
„ „ „	33	- 0 18 0	
„ „ „	34	- 1 0 0	
„ „ „	35	- 1 2 0	
„ „ „	36	- 1 3 6	
„ „ „	37	- 1 5 0	
„ „ „	38	- 1 6 6	
„ „ „	39	- 1 8 0	
„ „ „	40	- 1 10 0	

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Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

2s. 6d. shall be paid when proposed, together with 4d. for a copy of the rules, 2s. 6d. on night of admission, and the remainder within fourteen weeks from date of admission. Contributions to be 10d. per week, subject to a proportional increase as per Clause 1 of Rule XXV. Mode of proposition shall be the same as laid down in Clause 2 of Rule XX.

2. Every person joining this section must have been employed for five years consecutively at one or other of the trades mentioned in Rule I., and must not be less than thirty or more than forty years of age, and earning the minimum rate of wages of the district in which he is working.

3. Any trade member who has been twelve months in the Society, and whose arrears of contributions do not amount to 5s., leaving his situation under circumstances satisfactory to his branch, shall be entitled to 10s. per week for fourteen weeks, 7s. per week for fourteen weeks, and 5s. per week for twenty-four weeks, when this benefit shall terminate. On coming on benefit he shall be entitled to those amounts if he has not received any benefit for the twelve months before, but if he has received any portion of the benefits stated above he shall be entitled only to as much more as will make up fifty-two weeks, when the benefit will terminate. He shall not then be again entitled to donation until he has worked eight consecutive weeks at the trade and received the ordinary rate of wages of the shop or district in which he is employed.

5. Members of this section are not entitled to sick or superannuation benefit, but if twelve months' members they are exempt from payment of contributions when prevented from following their employment through sickness (but shall comply with rule governing all other sick members) or want of employment, after receiving fifty-two weeks' donation benefit, upon production to the branch of satisfactory evidence to that effect.

6. Members of this section will be entitled to contingent benefit in accordance with Rule XXVII.

7. Upon the death of a member of this section, £5 funeral benefit will be paid, in accordance with Clause 1, Rule XXXII., provided the arrears of said member do not exceed 10s. In the case of a registered member the arrears must not exceed 25s.

11. Any member of this section, under the age of forty years, desiring to become a full member may apply at a meeting of his branch for liberty to do so.

RULE XXIV.—TRADE PROTECTION MEMBERS.

1. Persons over the age of twenty-one years, following any of the branches of trade mentioned in Rule I., Clause 2, may be admitted members of this section provided they have worked at least five years at any of the branches of trade mentioned in Rule I., Clause 2, and are not eligible to join as full members under Rule XX., but must be working under conditions sanctioned by the district committee. Members of this section shall be entitled to benefit in times of trade disputes, and to funeral benefit. Mode of proposition to be governed by Rule XX.

2. Candidates shall pay an entrance fee of 7s. 6d., 2s. 6d. of which shall be paid on the night of proposition, together with 4d. for a copy of rules, 2s. 6d. on the night of admission, and the balance within four weeks of date of admission. They shall pay a contribution of 4d. per week, and shall be in the Society twelve months before being entitled to the benefits hereinafter set forth.

3. In the event of any member of this section leaving his situation by order of the district committee or executive council, or being locked out for refusing conditions which are considered unsatisfactory by those bodies, he shall be entitled to dispute benefit at the rate of 10s. per week for fourteen weeks, 7s. for fourteen weeks, and 5s. for twenty-four weeks, when this benefit shall terminate. Non-free members will be treated the same as non-free members in Clause 9, Rule XXVI. No member will be entitled to benefit whose arrears exceed 3s.

4. Upon the death of any free member, having joined before the age of fifty-five, his nominee or nearest of kin shall be entitled to receive the sum of £5, provided the said member's arrears of contributions do not exceed the sum of 5s., but for any member joining after the age of fifty-five years, £2 10s., as funeral benefit, shall only be paid.

5. Members of this section shall participate in Contingent, Emergency, Benevolent, and Legal Assistance Funds, and shall pay all levies imposed for those purposes.

6. When unable to follow their employment through sickness they shall be exempt from payment of contributions upon production of satisfactory evidence to their branch, but shall comply with rule governing all other sick members, and, in the event of losing or leaving situations under circumstances satisfactory to the branch, shall also be exempt from contributions if unemployed for six or more days, provided they sign the vacant book as directed by the branch.

RULE XXV.—CONTRIBUTIONS AND ARREARS.

1. Every full member shall pay at the rate of 1s. 3d. per week, unless otherwise provided for by these rules; but, when the general fund is reduced to £4 per member, the contributions shall be increased by such sum per week as will sustain the funds at not less than that amount. At any time when 5 per cent., or less, of our members are unemployed, the executive council shall take the votes of the members as to the desirability of increasing the reserve fund by extra contribution, and such extra contributions shall not continue in force longer than twelve weeks without a second vote of the members being taken.

2. Any member neglecting to pay on the branch-meeting night when he owes 10s. contributions shall forfeit all claim to donation, sick, and superannuation benefits, until he reduces his arrears below that amount, and keeps them below for four weeks thereafter; and the heirs of any member shall be entitled to any moneys which the said member had paid in advance at the time of death, plus the ordinary funeral benefit. Any non-free member under thirty-five years of age allowing his arrears to exceed 40s., or over thirty-five years of age, to exceed 50s., shall be excluded, but all non-free members must reduce their arrears below 10s. one month before becoming free, or be subject to the same conditions as free members. Should any non-free member be thrown out of employment under circumstances satisfactory to his branch, and be unable to pay his contributions, they shall remain in abeyance until he again obtains employment; branches to have a discretionary power to grant extension for the payment of arrears accrued; but in no case shall he receive benefit until he has paid fifty-two weeks' contributions, unless withdrawn from his employment, or is involved in a strike or lock-out, and he must then pay contributions and levies.

3. All contributions owing by members after the books are closed on ordinary meeting nights shall be considered arrears, and, as herein specified will render members liable to penalties under certain conditions. In case of claims for benefit, contributions accruing from members between ordinary branch-meeting nights shall not be deemed arrears, but simply moneys owing, and, together with arrears, if any, shall be deducted from the first benefits they are entitled to.

4. Free members in receipt of benefit shall be exempt from payment of contributions in proportion to the number of days they may be in receipt of same. Members systematically earning wages for half the weekly hours of the district (through slackness of work or systematic short time), or members who may be suspended for six days and who do not get donation benefit, through the holidays of the district intervening, shall be exempt from contributions, provided he or they inform the secretary in less than two days from the close of each week in which exemption is claimed. Members giving up their situation to seek employment in British Colonies or other countries shall not be exempt from contributions, but members on travelling card going to or returning from employment to or from the British Colonies or other countries shall be exempt from payment of contributions during time of

Payment to relatives at death.

Levies.

Exemption while sick.

Rate of contributions.

When increased.

Subject to vote.

Arrears disentitling to benefit.

Moneys paid in advance.

Non-free members and arrears.

Non-free members' contributions re benefit.

When arrears count.

Exemptions from contribution re short time.

Re Holidays.

Re Travelling.

APPENDIX No. XCV. (B.)—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

Re Benefits terminated.	voyage. Any member having received the full amount of donation benefit entitled to, and whose benefit has terminated, shall be exempt from paying contributions and levies until he again obtains employment of any kind. But he must sign the vacant book, as directed by the branch to which he belongs.	
Levies, when charged.	5. All levies must be entered in the contribution cards as soon after such levies are made as practicable, but they shall not be charged until the end of the quarter during which they are imposed, and shall then be charged in proportion to the number of weeks members paying them have been paying contributions during the quarter. Non-free members during apprenticeship shall be free from all levies except superannuation reserve levy. Levies must be considered arrears of contribution, but shall not exclude a member or disentitle him to benefits until the close of the books on the following meeting night. But should any secretary or auditors neglect to add any levies to a member's arrears at the end of the quarter, such omissions shall not afterwards, by special audit or otherwise, disentitle him to benefit.	
Apprentices and levies.		
When levies count.		
Members' contributions who have obtained benefit improperly.	6. Any member having improperly received any benefit, the amount of such shall, if not paid within fourteen weeks from the date of receiving notice from the secretary of his branch, be placed to his arrears of contributions; but if the amount to be refunded exceed £3 10s. the branch may grant an extension of time to enable the member to repay the same. Any member having to refund money through coming too soon on either donation, sick, or superannuation benefit, shall only be called upon to refund the actual number of weeks' or days' benefit which he ought, according to rule, to have remained out of benefit, and shall pay contributions only for such period; the amount of such benefit shall not prejudice his claim to benefits he may have afterwards received; but any member being placed on benefit who through arrears of contributions is disentitled to the same, and has not reduced his arrears below 10s., shall refund the whole of the benefit received by him. This must be refunded within fourteen weeks after receiving notice to do the same, and shall not be considered arrears of contributions until the termination of that period; but should the member who has money to refund declare on benefit at any time during the fourteen weeks, he must clear off, from his own means, the full amount of what he was called upon to refund, before he is entitled to benefit.	
Refunding of such benefit.		
Contribution card, payment for.	7. Every member shall be supplied annually with a card (for which he shall be charged 1d., payable the first quarter) on which shall be entered his contributions and arrears; any member losing or defacing his card shall be supplied with another, for which he shall pay 1d. A member's card shall stand as a statement of his financial position, but the member shall be held responsible for its regular presentation. In any case where members' cards are not produced, the Society's books shall be held sufficient to decide in case of dispute. For the yearly report the members (except those on superannuation and those on the lowest scale of sick benefit) shall be charged 6d.; the same shall be placed against them as arrears of contributions at the end of the September quarter.	
Yearly Report, payment for.		
Arrears.	8. All members owing 15s. or upwards as arrears of contributions shall be notified by the secretary (by circular), such members to defray the cost of postage; their names shall also be read and posted in the branch every meeting night by the president. This to be sufficient notice to all intents and purposes. Members shall not be again notified unless their arrears have been reduced below 10s. Members allowing their arrears to exceed 26s. after having had notice as above shall be excluded. Any member having been excluded for arrears may, if he give notice to the secretary of his intention to do so, appeal to the committee of his branch, within eight weeks after being apprised of the same, to ascertain if his exclusion is in accordance with rule, and any such ex-member, if under thirty-five years of age, may, with the consent of the executive council, be reinstated as per Rule XX., Clause 4. All free members must reduce their arrears below 10s. on the last meeting night in June and December (in Australasia in March and September) or be fined 1s. for each neglect, sea-going and registered members and outworkers going abroad excepted.	
Penalties and exclusion for arrears.		
Arrears.		

RULE XXVI.—DONATION BENEFIT.

- Should any member of ten years' standing be discharged or leave his employment under circumstances satisfactory to the branch to which he belongs, and not disentitled to benefit, in accordance with Rule XXV., or a non-free member (who has paid the whole of his entrance money) be withdrawn from his situation by a branch, district committee, or executive council, and continue out and sign the vacant book for three consecutive days, he shall be entitled to benefit at the rate of 10s. per week for fourteen weeks, 7s. per week for thirty weeks, and a further sum of 6s. per week as long as he remains out of employment; but in no case shall he receive more than £19 18s. in any period of fifty-two weeks. Members who have not been in the Society ten years, but who have not less than five years' membership, shall be entitled to 10s. per week for fourteen weeks, 7s. per week for thirty weeks, and 6s. per week for thirty-four weeks, when this benefit shall terminate, and in no case shall a member of less than ten years' membership receive more than seventy-eight weeks' donation benefit in succession, except withdrawn by the executive council, district committee, or branch. When entitled.
To what entitled.
Length of membership.
- Any member who has made forty-eight hours (overtime included) in any week between Friday and Friday, shall not be entitled to donation benefit between those days, and any member claiming donation shall be compelled to state to the branch the number of hours he has worked (including overtime) in the week for which he claims donation, and, failing to give a correct statement, he shall be fined 5s. Any member commencing to work on a night shift shall be entitled to benefit for the day preceding the night on which he may start work, provided he has signed the vacant book, but shall not be entitled to receive for the day on the morning of which he may cease work. In the case of young free members being withdrawn from their situations through not receiving the rate of wages laid down by their branch or district committee, they shall be entitled to donation benefit. If a member who has been working in a district other than that in which the branch of which he is a member is situated, and claims benefit, he must produce a note to his branch secretary from the secretary of the nearest branch to where he has been working, bearing out the statements of such member, before such benefit can be paid. Hours worked per week.
Young members withdrawn.
Claim of member working out.
- The amount of benefit to which a member is entitled on claiming and sustaining claim to donation shall be determined as follows. If he has had no benefit during the twelve months before, he shall be entitled to full terms of benefit as laid down in Clause 1 of this rule, according to length of membership. If, during the twelve months prior, he has received full benefit of 10s. per week for any period short of fourteen weeks, he shall be entitled only to a continuation of such benefit for a further period which will make up fourteen weeks. If, during the twelve months prior to claiming benefit, he has already had fourteen weeks' full benefit, he will not be entitled to any further full benefit, but to short benefit only. If, during the twelve months prior he has had fourteen weeks' full and part of short benefit, he shall be entitled to receive short benefit for a further period which will make up the number of weeks as laid down in Clause 1, to which according to length of membership he is entitled to such short benefit. Any member having received full term of fourteen weeks' full donation benefit shall not again be entitled to full donation benefit until he has worked eight successive weeks at the trade, at the ordinary rate of wages of the shop or district in which he is employed. Amount entitled to.
- Any free member not disentitled in accordance with Rule XXV., who has not worked during the week more than a number of hours (including overtime) equal to half the working hours of a full week, being suspended Suspensions.

APPENDIX No. XCV. (B.)—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

for not less than three days for stocktaking, breakdowns, or slackness of work, and having signed the vacant book in accordance with rule, or without signing it if having contagious sickness in his family, shall be entitled to donation benefit.

5. Members being suspended for holidays for a number of days in excess of ten in any one year shall be paid donation benefit for such days, providing they sign their own branch or district vacant book according to rule, if such district or branch vacant book be open to them. The ten days in question shall be apportioned by the district committee, and the members may be paid for the days at any holiday period in excess of the number allotted by the committee for such period. Immediately upon these rules coming into operation the district committees shall clearly allocate the holidays over the year. Any suspended member having signed the vacant book for twelve consecutive days prior to a holiday to be treated as discharged, and paid for the same.

6. Any member losing his employment through neglect of work, drunkenness, or disorderly conduct, shall not be entitled to donation until he has again been in employment at the trade eight consecutive weeks at the ordinary rate of wages of the shop or district he may be working in, and any member leaving one job to go to another under circumstances not satisfactory to his branch, and not keeping it for six successive weeks, shall not be entitled to donation until he again obtains employment and works four successive weeks at the trade.

7. To prevent, as far as possible, any member obtaining donation improperly, the applicant must state to the secretary, in writing, the cause of his leaving his employment, within twenty-four hours, and attend the branch meeting next following to make his claim. Should he not claim within four weeks of leaving work, he shall be disentitled to donation benefit; this shall apply to non-free members also. If unable to attend through unavoidable circumstances, he shall make the claim in writing, unless at the time of his discharge he was on sick benefit, but must claim donation benefit immediately on his recovery. If any non-free full member who is on donation or contingent benefit obtains employment, but loses the same within four weeks under circumstances satisfactory to his branch, he shall be still entitled to the benefit he was previously in receipt of. If a member leaves his employment for the purpose of passing a Board of Trade examination for certificate, he shall be entitled to donation at the conclusion of such examination, providing he claims benefit within four weeks after leaving his employment, but he must pay contribution and levies while preparing for examination.

8. If any member from private objections refuses work when it is offered to him, or neglects to apply when informed of a vacancy, he shall forfeit his donation until he again obtains employment at his own trade and receives the ordinary rate of wages for four successive weeks, except he can show sufficient reason to the branch committee, or a majority of the members present on the next branch meeting night. If he be found in any way imposing on the Society, he shall forfeit his donation and suffer such punishment as the branch or branch committee may consider his case deserves.

Any member who is in receipt of benefit, and gives preference to a person not belonging to the Society, to ask for or accept a situation, shall be suspended from benefit for six months. If any member gets a situation, or uses his influence in getting one, for any person not belonging to the Society, without the consent of the secretary and president, he shall be fined not less than 20s.

9. Any member in receipt of donation wishing to travel, shall make application for a travelling card to the president or secretary, and such card shall then be filled up in strict accordance with the existing rules for that purpose. Branch committees, with approval of their branch, shall have power to compel members, under fifty years of age, on donation to use travelling cards, and any member so compelled failing to obtain employment in the district within four weeks, must proceed elsewhere in search of the same. The card shall contain the member's name, the amount he has received as benefit, and the depart-

ment of trade to which he belongs, and must be sent to the general office to be registered before being issued to the member. He shall call upon the secretary of one of the branches at least once in two days, or failing to assign a satisfactory reason for neglecting this, shall be disentitled to benefit for that time. Failing to obtain a situation within three months he may deliver his travelling card or certificate to the nearest branch secretary and sign the vacant book. Any member who has been on travel six months arriving at any branch, his case shall be investigated by the branch committee, and the result of committee's finding entered on the card. The secretary of the branch at which any member arrives when on travel shall direct him to the place he considers most likely to give employment.

10. Any member with a travelling card stopping in a Traveller town where there is a branch more than one day must sign the vacant book, according to Clause 2 of Rule XII., and give up his travelling card to the secretary during such stay. Any non-free full member who has paid the whole of his entrance money, and is not 10s. in arrears, shall be allowed 8d. for a bed when on travel and in a town where there is a branch, but, in towns where there are two or more branches, payment for a bed for six nights. Each non-free member shall produce a certificate showing the time it was granted, also the amount he may have received for beds at all branches he may have called at; the secretary of each branch must enter on such certificate the amount he has paid to the member in each case. Members disentitled to benefit, desiring to travel, shall have a special travelling card as proof of membership, with provision made for payment of contribution into any branch. To prevent imposition the date and amount of subscriptions received by members on travel shall be entered on their cards or certificates.

11. When any member on travel obtains employment, he shall, within three days, deliver his travelling card or certificate to the secretary of the branch nearest to the place of such employment, and pay his contributions into that branch; if he neglects to deliver up his card or certificate within three days he shall be fined sixpence for each day exceeding that time. When the secretary receives the travelling card, he shall forward the same to the general office, and in American-Canadian and Colonial branches to their respective councils within seven days, but if within that period the member again falls out of employment, the secretary may, at his discretion, re-issue the travelling card again to the member. Should it be proved that a member in receipt of donation, or on travel, does not exert himself to obtain employment, he shall forfeit the benefit.

12. A discretionary power shall be vested in the officers of each branch to detain a member on travel for a short time for investigation of his case by the branch committee, or if they see a prospect of obtaining employment for him, subject to the same conditions as a member in receipt of donation; but no member on travel shall remain in a town where a dispute is pending. Wherever a branch holds its meetings, it is the duty of the branch officers where practicable to see that there is sleeping accommodation at a reasonable cost for members on travel.

13. Any member leaving, or being discharged from, his employment must notify his branch secretary within getting twenty-four hours in accordance with the following form:—

To the Secretary of the Branch.

The day of 19 .

SIR,—This is to inform you that I (left or was discharged from) the employment of (firm's name) on the day of on account (state reason).

(Signed)

Name _____

Address _____

No. of Card _____

Members must state whether they left or were discharged in the first space, and the reason for such in the space after "account."

Annual
Holidays.

Disqualifi-
cations.

Conditions of
Application.

Board of
Trade
Examination.

Forfeiture
of donation.

Giving
preference
to non-
member.

Member
wishing to
travel.

Compelling
to travel.

Conditions
of travel.

Bed cards.

Certificates.

Intimating
employment.

Return of
card.

Powers of
officers re
travellers.

APPENDIX No. XCV. (B.)—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

RULE XXVII.—CONTINGENT BENEFIT.

Amount entitled to.	1. Should any member be thrown out of employment from any of the following causes, he shall be entitled to Contingent Benefit at the rate of 5s. per week, probationary members 2s. 6d. per week, upon production of evidence satisfactory to the council; the application for the benefit to be made to the branch within eight weeks.
Wages or prices advance.	2. Any shop or district strike for an advance of wages, or for advance of piece prices or other improvement in the conditions of labour, entered into with the previous sanction of the council, or members being compelled to cease work owing to disputes or causes over which we have no control, shall be entitled to contingent benefit.
Wage or price reduction.	3. Any strike or withdrawal of members against a reduction of wages, or against reduction of piece prices, entered into with the previous sanction of the district committee.
Extension of hours.	4. Any strike entered into or discharge of a member or members in resistance of an extension of hours of labour, or encroachments upon existing conditions of overtime, or the rates paid for working away from the shop.
Piece or task-work.	5. Any strike against the introduction or retention of piece-work or task-work that is contrary to the regulations of the district committee.
Encroachments.	6. Any strike or lock-out caused by the introduction of the two-lathe or other machine system, encroachment on the trade, or the introduction of labourers to do the work of mechanics.
Membership upheld.	7. Any lock-out or discharge of members simply because they are members of, or refuse to leave, the Society.
Innovations.	8. Any general strike or committee withdrawal, approved by the council, against the imposition of unjust or tyrannical rules or conditions of labour.
Deputations victimised.	9. Members discharged for acting as members of legitimate shop deputations authorised, or afterwards sanctioned, by the branch or district committee.
Other cases.	10. Members, acting on instructions from district committee, refusing to do work coming from shops where members are on strike, or refusing to work with non-society men.
Action taken in connection with others.	11. Members in any shop being compelled to take action in conjunction with other trades, and who stop work before it is possible to consult the district committee or the executive council, shall, in the event of their action being afterwards approved by the council, be entitled to contingent benefit.
When not entitled.	12. No members will be entitled to contingent benefit who at any time fail to obtain for themselves the ordinary wages or other conditions of working, as laid down by the district committee, of the shop in which they may start or be working, except in cases where their position has been affected or changed by a general advance of wages movement, as per Clause 1 of this rule; nor will any members be entitled for refusing conditions previously accepted by them, or which they have assisted to establish.
Member on benefit obtaining employment.	13. In case a member in receipt of contingent obtains employment, and does not work four successive weeks, or loses such employment again while the strike or lock-out which occasioned his being on the benefit is in progress, he shall still be entitled to this benefit. Delegation on Society's business not to be considered as such employment.
Term of benefit.	14. No member shall receive contingent benefit for a longer period than fifty-two weeks.
Not otherwise dealt with.	15. The case of any member, which does not come under any of the clauses of this rule, being recommended by his branch, such case to be considered on its merits by the executive council; and if a member be discharged for slackness, or other reasons satisfactory to his branch and the council while a general strike or lock-out is in progress, and not being able, owing to such strike or lock-out, to find employment, he shall, on production of satisfactory evidence, be entitled to contingent benefit.

RULE XXVIII.—SICK BENEFIT.

Amount entitled to.	1. Any full member not disentitled to benefit, in accordance with Rule XXV., when visited by mental disease, entitled, bodily sickness, or lameness (not occasioned by drunkenness, disorderly conduct, or any disease improperly contracted) must, within two days from the time of his indisposition, give notice to the secretary, in writing, according to the form placed at the end of this rule, and notice. Giving shall then be entitled to benefit as laid down in this rule; failing to do so, his claim shall only hold good from the day preceding the actual giving of notice. The secretary shall then order the stewards to visit the sick member, who shall, if he has been a member ten years, be entitled to 10s. per week for twenty-six weeks, and 5s. per week as long as he continues ill; making a total of £19 10s. in the first fifty-two weeks. If he has under ten and not less than five years' membership, he shall be entitled to 10s. per week for twenty-six weeks, and 5s. per week for seventy-eight weeks, when this benefit shall terminate. If he has under five years' membership, he shall be entitled to 10s. per week for twenty weeks, and 5s. per week for thirty-two weeks, when this benefit shall terminate. The member, on his recovery, must send notice, in writing, to the secretary within two days, or be fined 1s. No member shall receive benefit for less than three days, and no member shall receive sick benefit for any day that he has worked part of.
Doubts arising of sickness.	2. If any doubt arises in the minds of the members of the branch to which a sick member belongs as to the state of his health, they shall appoint a physician or surgeon who, accompanied by two members of the branch, shall investigate his case, and give a certificate as to his state of health, the expense to be borne by the society. Should it be proved that such member has been imposing on the society, he shall pay all expenses consequent on such inquiry, and such penalty as the branch may deem necessary, even to exclusion. Should any member in receipt of sick benefit refuse to sign, or cause to be signed, the sick steward's book, or refuse to receive the visit of a physician or surgeon, such member shall cease to be entitled to sick benefit until he conforms thereto. Any member knowing of a member imposing on this benefit and not reporting the same to the secretary or branch to which the sick member belongs shall be fined 5s.
Amount entitled to, taking previous benefit in account.	3. The amount of benefit to which a member is entitled on making and sustaining his claim shall be determined as follows:— If it be found that he had received no sick benefit during the twelve months before, and is otherwise entitled, he shall be entitled to the full amounts as laid down in Clause 1, according to duration of membership. If a member of ten years' standing, and it be found that he had received full benefit in the twelve months before for a period short of twenty-six weeks, he shall be entitled to a further period of full benefit which will make up twenty-six weeks. If it be found that such member had received twenty-six weeks in the twelve months before, he shall not be entitled to any further full benefit. If a member of less than ten years' and more than five years' standing, and it be found that during the twelve months before he had received full benefit for a period short of twenty-six weeks, he shall be entitled only to such full benefit for a further period which will make up twenty-six weeks. If he had received twenty-six weeks' benefit in the previous twelve months, he will not be entitled to any more full benefit, but only to a short benefit of 5s. per week for a period which, together with former period of receiving benefit, will make up 104 weeks in all, when benefit will terminate. If a member of less than five years' standing, and it be found that he had received twenty weeks' benefit, he shall not be entitled to any further full benefit. If it be found that he had received full benefit for a period short of twenty weeks, he shall be entitled only to a further period which will make up twenty weeks. And if the member of less than five years had received twenty weeks' full and a certain period of short benefit in the twelve months prior to claiming benefit, he shall be entitled

APPENDIX No. XCV. (B).—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

to short benefit of 5s. per week for a further period which will make up thirty-two weeks of such short benefit, when his sick benefit shall terminate.

On sick benefit terminating, no member shall be again entitled to further benefit until he has worked eight weeks at the trade or occupation he was following prior to sickness, but shall be entitled to exemption of contributions during remainder of sickness.

4. Any member, not disentitled to benefit through arrears, being ill in any foreign place where there is no branch, shall, on producing satisfactory evidence of the same to his branch, be entitled to his sick benefit from the time he is so left until his recovery, but in all cases he shall send a surgeon's or consul's certificate once a month to entitle him to benefit, with the exception of the South African branches, which shall have discretionary power to grant sick benefit to members residing ten miles and upwards from any branch, and who are not in a position to claim owing to distance, accidents, and sudden attacks of illness, but upon recovery and giving proof of such sickness and length of time ill, such may be accepted as satisfactory evidence to entitle them to benefit.

5. Should a sick member's case be such as to require a change of air the member shall cause to be sent to the secretary of his branch a note from his medical attendant stating that it is necessary he should be removed to the country. If the notice be satisfactory to the secretary and sick stewards, he shall be at liberty to go, and they shall likewise have the power to grant him one fortnight's sick pay in advance if he require it. Should he remain more than a fortnight the secretary of the branch to which he belongs shall write to inform the secretary of the nearest branch to where he has removed, and, if practicable, he shall instruct the sick stewards to visit him and pay him his sick benefit. But in districts where there is no branch the member shall send a note to his own secretary with information as to the state of his health, and shall do so every fortnight he continues there; failing to do so he shall forfeit all benefits until such time as he conforms to rule. The note aforesaid must be signed by a surgeon, or two respectable householders, who must give their addresses. Any member being ordered to take a sea voyage for the benefit of his health shall be allowed to go on producing a certificate from a surgeon recommending such as being beneficial to the health of the member, and shall be entitled to benefit during such voyage. Secretaries may, if desired, send clearances for members on sick benefit.

6. Any member shall be entitled to sick benefit, although he may have been discharged from his employment through misconduct and so not entitled to donation; providing that such ailment was not brought about by misconduct, and that he produces medical evidence thereof satisfactory to his branch.

7. Any member making a false declaration of sickness shall refund all moneys received in such case, and shall forfeit all benefits, except funeral benefit, for fourteen weeks. If detected a second time, he shall be expelled from the Society.

8. Any member receiving sick benefit shall not be allowed to be out of his residence earlier than seven o'clock in the morning nor after nine o'clock in the evening, from the first day of April to the last day of September, nor before eight o'clock in the morning nor after seven o'clock in the evening from the last day in September to the first day of April, unless the branch decides that an extension of time would not be injurious to the member's case. Branches outside the United Kingdom to arrange these times suitably to their seasons. Any member acting contrary to the above shall not be paid for the days he so violates rule. If any member be proved to a branch or branch committee's meeting to have been intoxicated while receiving sick benefit, or before sending in his declaring-off note, or detected doing any kind of work, he shall forfeit one week's sick allowance, or may be fined not more than £2. Should any member, by persisting in staying out after the proper time, or other misconduct, prolong his ailment or disease, he shall forfeit entirely

his claim to benefit for any such ailment or disease until he is restored to health. Any member so misconducting himself shall not be again entitled to benefit until he has worked twelve consecutive weeks at the trade, and received the ordinary rate of wages paid in the shop or district he may be working in.

9. If any member, through accident, be rendered unconscious or otherwise mentally deranged (the same not being caused by misconduct), and he is thereby unable to send or cause to be sent his declaration of sickness to his branch, or, if he be on travel, he shall, on the production of satisfactory evidence to the nearest branch or branch committee, be entitled to benefit from the time he met with the accident or was otherwise mentally afflicted. If any member entitled to benefit fall sick or lame on travel, by sending a declaration of sickness to the nearest branch, he shall be relieved in accordance with this rule. The stewards shall visit the member within twenty-four hours of the receipt of his notice, but, if his case be dangerous and they are aware of it, they shall visit him without delay. They shall, if the member require it, give notice to his relatives or friends, and, if necessary, he shall be removed to his friends at the Society's expense; but in no case shall more than £3 be allowed for that purpose. He shall then be relieved by the branch nearest to his residence. The stewards shall be paid all reasonable expenses for their attendance.

FORM OF DECLARATION ON SICK BENEFIT.

Amalgamated Society of Engineers.

To the Secretary of the Branch.
The day of , 19 .

SIR,—This is to inform you that I became on the day of , 19 , incapable of working at my trade on account of , and I therefore request sick benefit on and from that date, not having worked any portion of that day.

(Signed)

Name _____
Address _____
No. of Card _____

Note.—Any member claiming sick benefit must send a copy of this form to the branch secretary within two days from the time of his indisposition, or sick benefit will only be given for one day previous to that on which the form was sent. This intimation must be entered in the branch minute book, and read out to the subsequent branch meeting.

FORM OF DECLARATION OFF SICK BENEFIT.

Amalgamated Society of Engineers.

To the Secretary of the Branch.
The day of , 19 .

SIR,—This is to inform you that I became on the day of , 19 , again able to work at my trade, and was, therefore, on and from that day disentitled to sick benefit.

(Signed)

Name _____
Address _____
No. of Card _____

Note.—Any member in receipt of sick benefit becoming capable of resuming work, and not sending a copy of this form to the secretary of his branch within two days of such time, will be fined 1s. for every day or part of a day's neglect to do so. This intimation must be entered in the branch minute book, and read out to the subsequent branch meeting.

RULE XXIX.—MEMBERS SENT FOR IN CASES OF EMERGENCY.

1. Any secretary on receiving notice from the general secretary, vacant-book keeper, any of the branch secretaries, secretary of any recognised mutual aid, any registrar, or any member or employer, that men are wanted in

APPENDIX No. XCV. (B.)—*Continued.**Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)*

a particular district, shall, immediately on receiving such notice, send any members in receipt of donation or contingent benefit, or non-free members whom he considers qualified, and are out of employment, direct to the district where such men are required; and the men so sent shall receive their fare by the most convenient route. Pattern-makers, millwrights, and machine-joiners shall, in addition to their railway fare, be remunerated for any legitimate expense that they may be put to in removing their tools to and from the railway stations. No member's railway fare shall be paid from one district to another, provided suitable men may be obtained from the Society's books in the district where such men are required. If they fail to obtain the situations, and desire to return to the place from which they were sent, or if they fail to retain situations for three months (unless discharged or leaving under circumstances satisfactory to their branch), their fare shall be paid back to the Society. The travelling expenses incurred shall not be counted as benefit, but must be repaid to the Society by the member, provided he receives the fare from the person by whom he is employed or was sent for. Any member entitled to benefit shall, if sent to a situation in accordance with the foregoing, be paid his travelling fare, although he may not have been out of employment for three days, in no case shall he receive more than £1 10s. Members on donation benefit who seek and obtain employment for themselves in a district other than that in which they are residing shall, on producing *bona fide* proof of such to their branch secretary, be entitled to their railway fare to the place where such employment has been obtained; providing there are no suitable men there signing the vacant-book.

2. Any member under fifty years of age who is on donation benefit, refusing to remove to other places, shall be suspended from donation, when the branch or branch committee shall at once investigate the case, and decide upon his claim to donation, and what other penalty, if any, shall be imposed. In no case shall a member refuse to go to, or start at, a situation in which he will receive the usual conditions of the district he is sent to. Should any member receive notice of a situation in any district where there is no branch, and the same be approved of by the secretary and president (where it is practicable to consult them), such member shall receive the same benefit as those sent for in cases of emergency. Any secretary neglecting to attend to this rule shall be fined 5s. for each neglect, except a satisfactory reason be assigned to the branch.

RULE XXX.—ACCIDENT BENEFIT.

1. Any full member not in arrears more than 16s., or trade member not being more than 8s. in arrears, who, by losing a limb, or having one disabled by accident or otherwise, or through blindness, imperfect vision, apoplexy, epilepsy, or paralysis, may be rendered permanently unable to follow any of the departments of trade mentioned in Rule I., provided such was not the result of intemperance or other improper conduct, shall receive the sum of £100 on the production of medical or other testimony of such permanent disablement satisfactory to the Executive Council. Any member receiving this benefit must first sign, or cause to be signed, an agreement binding himself to refund the same should he afterwards resume work at the trade, and in such event, if necessary, proceedings shall be taken against him or his sureties to recover the amount received or any portion thereof. Any free full member being permanently disabled from working at the trade through any of the aforementioned causes, and not having been in the Society twenty-five years, or attained the age of fifty-five at the time of such disablement, must accept this benefit in preference to any other.

2. Any member meeting with an accident, or being afflicted in such a manner as would entitle him to the benefit of this rule, shall give notice of the accident or affliction to the secretary (who shall cause the same to be entered in the minutes as soon as possible). The council in all cases, if they consider there is a probability

of restoring him, shall have the power to place the member under whatever professional man they may think proper, the expenses to be defrayed from the accident fund. If declared incurable the money shall be paid to him within eight weeks of the decision of the council entitling him to that benefit. Any member having received disablement benefit since 1885 shall not qualify for any further benefit, with the exception of funeral, for which he shall pay 2d. per week. His relations shall not be entitled thereto if more than eighteen weeks in arrears, and he shall be excluded when 5s. in arrears; but in all cases he shall give notice to the secretary, at the time when he receives the benefit, of his intention to remain a member under this provision. Those who received the benefit prior to 1885 must pay 6d. per week, and shall be entitled to sick pay if arrears are kept under 5s., and their relatives to funeral benefit if arrears are under 8s. at time of death. They shall be exempt from all levies except benevolent, and shall be excluded if owing 13s.

3. Any member claiming accident benefit shall produce or send to his branch such medical certificates and other evidence relating to his case as he is possessed of, and shall himself, unless incapacitated by his ailment, attend the meeting and answer all questions put to him. The branch shall then investigate his claim, and if satisfied as to its validity shall instruct the branch secretary to at once apply to the general office for a form of application, which he shall fill in and return, together with all certificates furnished by the member. He shall also give all the requisite information on the case, and the council shall, after receipt thereof, decide whether the claimant is or is not entitled to the benefit; and should the council decide he is not entitled, they shall clearly state their reason for such decision.

4. Should any free full member meeting with an accident, or being afflicted with any of the aforementioned diseases, be so far recovered that he considers himself fit to work at any department of trade mentioned in Rule I., and resume work, but through the effect of the said accident or affliction is compelled to leave his employment, and evidence be given satisfactory to the council of his permanent unfitness for work, the member shall not be deprived of the benefit of this rule.

5. Any member who, by reason of accident or affliction sustained before he is free, becomes permanently incapacitated from following his employment, shall have the whole of the moneys he may have paid into the society returned to him, and shall then cease to be a member.

6. The amount expended in paying claims under this rule shall be raised by levy upon all members not on any of the Society's benefits.

7. Any free member not disentitled to benefit in accordance with Clause 1 of this rule meeting with personal injuries in the course of his employment, or when going to his employment, or returning from his employment, or in search of employment, or engaged on the society's business, will be entitled to legal aid to get damages for such injuries, and proceedings may be taken under any Act of Parliament which may be deemed best in the interests of the member. The member meeting with such personal injuries may have the cause of his accident inquired into by the officers of his branch, and if the said accident shall have occurred so as, in their opinion, to entitle him to compensation under any Act of Parliament, the officers of his branch shall, with the consent of the executive committee, institute proceedings to obtain such compensation. Any member or members having any deduction made in their wages, or dismissed from their employment for reasons which may form good ground for legal assistance, may be assisted to recover what may be involved in the case. The member, in the event of legal action being successful, shall be required to refund to the society such expenses as may have been incurred on his behalf, but he shall not be required to pay the whole amount of such expenses if they exceed the amount received by him under an award.

Removal
of tools.Travelling
expenses.Penalties
for refusing
to remove.Qualifica-
tion.To what
entitled.Notice to
be given.Entry of
notice.Position of
member
receiving
benefit.

Certificate.

Investiga-
tion.Recovery of
member.Non-free
member.How fund
raised.Law
proceedings.

APPENDIX No. XCV. (B.)—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

8. Any member, being a patternmaker, millwright, or machine joiner, losing tools by fire or water, or any seagoing member losing tools or effects, shall receive compensation for the loss sustained if satisfactorily proved to the branch committee and executive council; such compensation to be the amount required to purchase new tools or replace those destroyed; but in no case shall a greater sum than £10 be awarded. Millwrights, patternmakers, and machine joiners, when removing from one shop to another, shall be allowed the cost of the conveyance of their tools when the distance exceeds one mile, such expenditure to be submitted to the first meeting of his branch for approval or otherwise. No member shall be entitled to the benefits enumerated in this clause if more than 10s. in arrears, excepting seagoing members, who may be 14s. in arrears. All compensation for losses embraced by this clause shall be paid from the fund raised for accident benefit.

RULE XXXI.—SUPERANNUATION.

1. Any member fifty-five years of age who has been twenty-five years successively in the Society, who is not out of benefit through arrears, and who through old age or infirmity is unable to obtain the ordinary rate of wages, or (in the case of members who have left the trade) who is unable to follow his usual occupation and applies for superannuation benefit, shall state his case to a summoned meeting of his branch. Should a member be confined in a lunatic asylum or otherwise incapacitated from claiming personally, his claim may be made by a wife or dependent relative. Should the meeting be satisfied with the validity of his claim, the branch secretary shall furnish all evidence to the executive council, who shall have power to grant the sum of 7s. per week; or, if thirty years a member, 8s. per week; if thirty-five years, 9s. per week; and, if forty years or upwards, 10s. per week.

2. Superannuation benefits shall be payable from the time when the member has established his claim thereto to the satisfaction of the executive council. If at any future time the evidence given should be found to have been false, he shall be suspended from benefit until his case is investigated and decided on by his branch and the council. In all cases wherein the council may decide that a member has not established his claim, they must furnish the branch to which he belongs with particulars of such decision and the reasons for the same. He shall be entitled to superannuation benefit irrespective of any income he may derive from private means, and no inquiry shall be made with reference to a member's private income.

3. Any member whilst receiving the benefit of this rule shall not be allowed to work at any department of trade mentioned in Rule I. Should he do so, he shall not receive superannuation benefit whilst so employed, and shall pay contributions and levies. Any such member whilst working at the trade being paid off or falling sick must notify the secretary as per Rules XXVI. and XXVIII.

4. Any member having received superannuation benefit shall never be allowed to receive or qualify for other benefits except benevolent and funeral. But should any member fifty-five years of age and twenty-five years successively in the Society be permanently disabled from following his employment through any of the causes mentioned in this rule, he shall have the choice of accepting either superannuation or accident benefit. All members of societies amalgamating with this Society shall date their entrance from the time they joined their respective sectional societies, and members thereof not already free shall stand in the same position.

5. If a member in receipt of any benefit under these rules obtain parish relief or become an inmate of any lunatic asylum, his branch may, with the approval of the Council, pay the whole or any portion of the benefit for any period that would have otherwise been payable to such member, to his wife, or any of his relatives who are legally entitled to receive the same.

SUPERANNUATION RESERVE FUND.

6. Each full number, except those whose benefits have terminated, and superannuated members shall pay 1s. levy per quarter for the purpose of raising a Superannuation Reserve Fund; and a further sum of 6d. per quarter may be imposed if at any time the executive council consider it necessary to augment the fund, but such augmentation shall be subject to vote of the members, and shall not be imposed for more than twelve months without a further vote being taken.

7. All moneys raised by above levy, and interests accruing therefrom, shall be invested apart from the general fund of the Society. They shall be invested in municipal corporation or county council bonds, or on mortgage of freehold and leasehold property submitted by our members, or in building and acquiring clubrooms for the business of the Society in districts with over 500 members, the district committee and members guaranteeing one-third of the cost. In all such cases the moneys must be invested in the names of the general trustees, who shall be subject to the regulations as provided for in Rule XXXIII. The rate of interest charged to members who borrow on the security of freehold or leasehold property shall continue at 5 per cent for the first five years if the money is borrowed on a twenty years' scale, or until repayments corresponding to the same if the money is being repaid on a scale based on a less number of years. After that the rate of interest shall be 4 per cent.

The numbers only of borrowers from the fund shall be published in quarterly and yearly reports.

8. No part of this fund, or interest accruing therefrom, shall be used for any purpose except re-investment until otherwise provided for by rule. A statement shall be furnished the members, through the quarterly and annual reports, of all accumulations and transactions in connection therewith.

RULE XXXII.—FUNERAL BENEFIT.

1. On the death of any free full member whose arrears at the time of death do not exceed 16s. (except registered members whose arrears shall not exceed 50s., or those provided for in Clause 3), £12 shall be paid to defray his funeral expenses. Notice shall be sent to the secretary, who, on the production of the registrar's or surgeon's certificate of death, shall give his order on the treasurer within twenty-four hours. After such order has been received, he shall pay or cause to be paid to the widow, nominee, or nearest of kin lawfully appointed to receive the same, the sum of £12 (less any arrears or other money owing), on receiving a stamped receipt for the same. The widow or nominee of any other member shall, on death of such member, be entitled in like manner to the sum as specified by rule.

2. Each branch shall be provided with a declaration book, in which any member can enter as his nominee (such nominee not being an officer of the Society), the name of the person to whom, at his death, the funeral benefit shall be paid in accordance with Section 10 of the Trade Union Act Amendment Act, 1876. The particulars of such declaration or registration shall be inserted in the clearances of members removing from one branch to another. Any member shall be at liberty to change the name of his nominee.

3. Any free member, if not more than 16s. in arrears (or registered member whose arrears do not exceed 50s.), shall, on the decease of his lawful wife, by applying at the time specified, receive the sum of £5; £7 to remain for his own funeral expenses. But any member having received funeral allowance previous or subsequent to the amalgamation of the various societies, shall not be entitled to receive for any succeeding wife, except in the case of those members who have only received £3 or £4 for a first wife, who may, if the second wife die, receive as much as will make up £5, leaving £7 for his own funeral. No member shall have more than £12 as funeral benefit both for himself and wife. In every case in which the declaration book has not been filled in and signed by

APPENDIX No. XCV. (B.)—Continued.

Handed in by Mr. G. N. Barnes, M.P. (Q. 82864.)

a member, a certificate of marriage or other proof of next of kinship must be produced before this benefit is paid.

Dying when on travel. 4. Should any member, being entitled to the funeral benefit, die when on travel in search of work, and his friends be unable to remove him to his proper home, the officers of his branch, or the nearest branch to where he died, shall cause him to be decently interred; the expenses of his funeral shall not exceed £7, and should his widow, nominee, or next-of-kin apply for the surplus, it shall be paid. In the case of any member dying, and there being difficulty in determining who is to receive the funeral money, the branch shall pay the expenses of funeral, which shall not exceed £7; the residue to be paid to the legal claimant.

Form G. Reg. 10.

TRADE UNION ACTS, 1871 AND 1876.

CERTIFICATE OF REGISTRY OF COMPLETE ALTERATION OF RULES.

Amalgamated Society of Engineers, a Trade Union.
Register No. 424 T.U.

It is hereby certified that the set of Rules, copy whereof is appended hereto, has been registered under the above mentioned Acts, in substitution for the set of Rules already registered for the above-mentioned Trade Union, this 15th day of August, 1907.

J.D.S.S.

Copy kept.—J.D.S.S.

APPENDIX No. XCVI.

Handed in by Sir George Livesey (Q. 83244.)

ACCIDENTS AT VARIOUS AGES.

Are men as they grow older more liable to accidents ? It is said that they are, and therefore find it more difficult to get employment.

On February 9th, 1906, the ages of 5,715, or very nearly all the company's workmen, were obtained, the youngest being fifteen and the oldest seventy-six. The average is about thirty-two and a half years, which cannot vary very much from year to year.

The accidents in the last eight years number 2,284, and the ages when the accedents happened to 2,114 of

these men have been ascertained. Dividing them into periods of ten years—that is, up to and including twenty, over twenty and including thirty, and so on up to sixty, and then those over sixty—the following table shows the number of men and the accidents that happened at the various ages. Probably the youngest and the oldest have less dangerous work than the others, but this does not account for the much smaller proportion of accidents to the older men. Their greater knowledge and experience make them more careful :—

Age.	Number of		Percentage of Accidents to Men.		Accidents per 1,000 Men. Average per Annum.
	Men.	Accidents in Eight Years.	Eight Years.	Average per Year.	
Not over 20 - - - - -	398	117	29·4	3·7	37
Over 20, not over 30 - - -	1,742	718	41·2	5·2	52
„ 30, „ „ 40 - - - -	1,941	734	37·8	4·7	47
„ 40, „ „ 50 - - - -	1,016	389	38·3	4·8	48
„ 50, „ „ 60 - - - -	427	128	30	3·7	37
„ 60 - - - - -	191	28	14·7	1·8	18
—	5,715	2,114	37	4·6	46

¶ Periods of ten years have been taken in the table, but if five-year periods had been taken there would have been scarcely any difference excepting for men from twenty-five to thirty years of age, which is the prime of life and the most dangerous age. In those five years the accidents average 5·5 per cent., or 55 per 1,000 men per annum. This is over three times as much as the 18 per 1,000 to men over sixty years of age.

It therefore seems quite clear, in all the operations of gas manufacture, which are many and various, with much machinery, that advancing age does not make men more liable to accidents. They are, on the contrary, considerably less liable as they grow older. I may here say that the company never discharges any man because he is growing old.

There is only one man who has been permanently injured, and this happened twelve years ago when he was twenty-seven years of age.

GEORGE LIVESEY.

APPENDIX No. XCVII.

Handed in by Mr. John Ward, M.P. (Q. 83667).

EXTRACTS FROM THE RULES OF THE NAVVIES', BUILDERS' LABOURERS AND GENERAL LABOURERS' UNION.

RULE 2.—OBJECTS.

The object of this Union is to form a working organisation, to procure for members :

- (1) Better wages.
- (2) Shorter hours.
- (3) More certain employment, by establishing a labour bureau.
- (4) More perfect education by means of books, readings, lectures, and to regulate the relations between workmen and employers.

The object for which the sick fund is established is to assist its members in search of work, to support its members in case of sickness or accident, the burial of its members and their wives, and the general protection of their interests.

RULE 8.—ENTRANCE FEE AND CONTRIBUTIONS.

The entrance fee shall be 1s. 6d., with 1d. for card of membership and 2d. for a copy of General Rules, which must be supplied to all members. The contributions shall be 4d. per week, and 3d. per quarter as remuneration for the Branch Secretary. Branch Secretaries to be paid according to the amount of quarterage collected from the members ; such quarterage to be entered separately on the income and expenditure sides of the branch quarterly returns ; such remuneration not to be considered due until the Branch Secretary has forwarded all entrance fees contributions, etc., together with a correct quarterly balance-sheet to the General Secretary at the Registered Office, as per Rule 20.

RULE 9.—ACCIDENT AND FUNERAL BENEFITS.

Clause 1.—Members of twelve months standing, whose contributions are not more than six weeks in arrears, and who are prevented from following their employment through an accident received whilst at work, or on their way to or from work, shall receive the sum of 10s. per week for thirteen weeks, and 5s. per week for thirteen weeks. Half the above accident benefits will be paid to full six months' members who are not more than six weeks in arrears with their contributions.

Clause 2.—In case of death from accident, or natural causes, funeral benefits of £5 will be paid for a full twelve months' member, who is not more than six weeks in arrears with his contributions, and £2 10s. for a member's wife, except in cases where it is proved that such member's wife was unhealthy at the time of enrolment. Half the above funeral benefits only will be paid to members who join over forty-five years of age. Any member in arrears with his dues to the union amounting to over six weeks' contributions, shall be out of funeral benefit for one month from the date such arrears are fully paid up. Only one wife's benefit will be paid to any member.

Clause 3.—Any member entitled to benefit, under Clause 1, on meeting with an accident, shall at once give notice of such accident to the Secretary of the Branch to which he belongs, in the following form :—

Notice Claiming Accident Benefit.

Date.

To the Secretary of the _____ Branch.

SIR AND BROTHER, This is to inform you that I have met with an accident while at work [*here insert time and place, cause and circumstances*] and am unable to follow my employment. I therefore, claim accident benefit, being a _____ months' member, with my contributions paid up to the _____ day of _____ year.

[*Here sign full name and address, and enclose membership card and doctor's certificate stating the nature of injuries.*]

The Branch Secretary shall, upon receipt of such accident notice and doctor's certificate, immediately forward the same to the General Secretary, with the member's contribution card, and such other information as he may have at his disposal. The General Secretary shall, upon receiving such notice from the Branch Secretary (unless any objection is raised to payment on the ground of fraud or imposition), forward to the Branch Secretary each week sufficient money to pay any member or members, entitled to accident benefit. Similar notice will be required in case of a death claim for a member, or his wife, to be accompanied with the death and marriage certificates.

Any member who has been in receipt of accident benefit shall, as soon as he is able to work, give written notice thereof to the Branch Secretary in the following form with a surgeon's certificate, within one day or be fined 1s. 6d.

Notice Declaring off Accident Benefit.

To the Secretary of the _____ Branch.

SIR AND BROTHER,—This is to inform you that I have recovered from my late injuries, and was able to resume work, and therefore not entitled to benefit from the _____ day of _____ year.

[*Here sign full name and address.*]

This notice must also be sent to the General Office.

Clause 4.—Every branch shall keep a declaration book in which, for a fee of 1d., any member may write down the name of any one person he pleases to receive his funeral benefit. No branch officer (unless a relative) shall be nominated. The Branch Secretary shall send a copy of the declaration to the General Office within one month from the date of nomination, or for each neglect be fined 1s.

Copy of Declaration.

I, _____ of _____ Branch, a member of the Navvies, Builders' Labourers, and General Labourers' Union, do hereby nominate and appoint _____ of _____ to receive all monies payable at my decease by the said Union under the Rules thereof.

As witness my hand this _____ day of _____ year

Signature

Witnesses.

Any member doing anything which would tend to prolong his illness shall be fined, at the discretion of his branch or the Executive Council, not more than 10s.

Branches shall appoint one or more of their members to visit members in receipt of accident benefit. Such visitors must report to the branch, and for each neglect of duty may be fined 6d.

Clause 5.—If, in any case of accident claim, occasion should arise to doubt the justification of such claim, either through drunkenness or wilful neglect on the part of the claimant, the emergency committee shall have power to deal with the case in question, and if it be considered necessary "on any technical point that may be raised," they may refer the same to the Executive Council, and failing the Executive Council to give satisfaction the whole matter may be referred to the general body of the members.

RULE 9A.—PERMANENT ACCIDENT GRATUITIES.

Clause 1.—There shall be a permanent accident Gratuity Fund established by deducting ½d. per week from the

APPENDIX No. XCVII.—*Continued.**Handed in by Mr. John Ward, M.P. (Q. 83667.)*

weekly contribution of 4d. per member. It shall be the duty of the General Secretary to deduct one-eighth of all moneys received at the General Office as contributions, and bank the same upon deposit account in the names of the officers and trustees. Such moneys to be known as the Permanent Accident Fund, and under no circumstances shall such fund be devoted to any other purpose than expressed in this Rule.

Clause 2.—Members of twelve months' standing in the trade section, who at the time of accident are not in arrears with their dues to the Union, amounting to more than six weeks' ordinary contributions, who are injured by accident while following their employment in such manner as to totally permanently disable them for life from following any ordinary employment, shall be entitled to receive from the Permanent Accident Fund the sum of £100.

Clause 3.—Members of twelve months' standing in the trade section who, at the time of accident, are not in arrears with their dues to the Union, amounting to more than six weeks' ordinary contributions, who are injured by accident while following their employment in such manner as to permanently partially disable them for life from earning full average wages in any ordinary employment, shall be entitled to receive from the Permanent Accident Fund the sum of £50. No member shall be entitled to claim any benefit under this Rule if such accident was caused by his own misconduct, wilful neglect or intemperance.

Clause 4.—Every member must give notice to his Branch Secretary of such accident within one month, stating all the causes and circumstances of the occurrence, and forward such medical certificates or other evidence as he has relating to his case. At the end of three months, and not exceeding four months (except in the case of amputations of leg, hand or arm, which can be made at once), he shall make formal application for benefit in the following manner ;

	Date	190
To the Secretary of the		Branch.

SIR AND BROTHER,—This is to inform you that I have met with an accident while at work (here insert name of employer) at (here insert place) on day of 19, of such a nature as to permanently (here insert totally or partially) disable me from following any ordinary employment, and I therefore claim benefit under Rule 9a.

(Signed (full name).)

All notices, certificates, and other information must be forwarded by the Branch Secretary to the General Office within seven days. The General Secretary shall at once make all enquiries into the case, and lay the same before the next meeting of the Executive Council.

Clause 5.—The Executive Council, in considering claims under this Rule, shall have full power to investigate, and employ expert medical or legal advice, the same to be paid for from the fund. They shall have power to make any order they choose upon all such claims, but if they consider the claim well established they shall order the benefit to be paid. £100 shall be the full sum which any member can obtain from this fund. Except in case of "amputation of leg, hand or arm," no benefit shall be paid until twelve months after the accident which caused the injury. Every member who has received total benefit of £100 under the Rule shall not be entitled to any further benefit from the Union.

Clause 6.—Definitions: The term "twelve months' standing," Clauses 2 and 3, means one years' full membership in this fund.

The term "total permanent disablement," in Clause 2, means some permanent injury which prevents the possibility of ever doing any kind of manual work.

The term "permanent partial disablement," in Clause 3, means the loss of one leg, or one arm, the irrecoverable loss of the sight of one eye, or some equivalent permanent injury.

RULE 10.—STRIKE PAY.

Strike pay at the rate of 10s. per week will be paid, but in special cases, if the state of the funds will warrant it

the Executive shall have power to increase that sum. Any member who shall be more than six weeks in arrears shall receive no strike benefits from the Union, unless it be satisfactorily explained that such arrears are unavoidable. Members must be financial members or at least six months' standing before they be entitled to strike pay.

RULE 11.—LOCK-OUT PAY.

Members of six months' standing, who are forced out of employment through the enforcement of the Contagious Diseases Act, shall receive ordinary benefits as per Rule 10.

RULE 12.—TRADE PRIVILEGES AND STRIKES.

No official notice for advance of wages, reduction of working hours, or alteration of working rules shall be presented in any town or district without the sanction of the Executive Council. Any branch or branches making a demand for advance of wages, reduction of working hours, or alteration of working rules shall give the Executive Council special notice of their intention, at least three months before their notice to the employers terminates. Except in cases of emergency, no strike against a breach of working rules will be sanctioned by the Executive Council unless three clear days' notice has been given to the General Secretary. No strike pay will be paid to any member unless the strike has been sanctioned by the Executive Council or the emergency committee.

RULE 25.—ACCIDENTS AND DETENTION OF WAGES.

All members, after paying their entrance fee, shall be entitled to the assistance of the Union in getting compensation under the Employers' Liability Act, Workmen's Compensation Act, Employers and Workmen's Act, or the Factory Acts. Any member meeting with an accident, or sustaining any injuries, while following his usual employment, is expected to report the same to his branch secretary, stating the nature of his injuries, and the manner in which such injuries were received, and any other information, and the branch secretary shall at once take the proper steps to procure legal assistance for such member.

RULE 26.—NOTICE.

Any member employed by the hour wishing to leave his employment shall give one hour's notice of his intention either to his foreman or employer. The employer shall also give one hour's notice to any member before discharging the same. Members employed by the day to give one day's notice and receive the same, before leaving work. Where there was no stated conditions of employment except that the member shall receive so much per week as wages, he shall be considered to be employed by the week, and shall give one week's notice to his employer or foreman, and receive the same before accepting his discharge. All wages to be paid at the expiration of notice. All officials or servants of this union to give or to be given one month's notice to leave, or in default to forfeit or claim one month's salary, as the case may be.

RULE 29.—REFRACTORY MEMBERS.

Any member who is three months in arrears with his contributions shall be fined 6d., and any member failing to pay up his contributions at the end of six months shall be erased from the membership of the union. And any person who formerly belonged to the union so erased may be again admitted as a new member upon payment of an entrance fee of 5s. Such special fee (which may be paid by instalments of not less than 6d. per week), to be marked upon the member's card and duly recorded in the books of the branch. The re-entrance fee in this Rule is to be permissive and enforced at the discretion of the branch committee.

RULE 36.—QUALIFICATIONS OF CANDIDATES.

The following persons may be admitted as members of the Union :—

(a) All labourers in good health, who can prove to the satisfaction of any meeting of the branch

APPENDIX No. XCVII.—Continued.

Handed in by Mr. John Ward, M.P. (Q. 83667.)

(or in the case of new branches, the Executive Council) that they are between sixteen years and forty-five years of age.

(b) All labourers who are working or who have worked as a labourer in some trade or occupation.

RULE 37.—ENTRANCE OF NEW MEMBERS.

1. Every candidate for admission into the Union shall be proposed and seconded at an ordinary branch meeting verbally by two members who shall also personally recommend him for admission. Any member who proposes or seconds a candidate to his knowledge not duly qualified shall be fined 5s.

2. Such candidate may be elected the same night if he specially wish, or on any of the four meeting nights within the month of his nomination. Any candidate shall be present on election nights, and he must state his correct age, as no benefit will be paid if it is discovered an incorrect age has been given, and shall answer to the satisfaction of the meeting all questions put to him by the branch president.

(a) Shall if married, produce a surgeon's certificate as to the state of his wife's health, if required by the meeting, but the wife's ill-health shall not debar the candidate from becoming a member, on condition of his consenting to forego his wife's funeral benefit.

(b) Shall procure a surgeon's certificate as to the state of his own health, and the meeting may postpone an election for fourteen days for that purpose. The candidate shall pay for such certificate.

3. Every candidate who obtains the vote of the majority of the members present at the branch meeting shall be declared a member upon his signing his full name to the following form :—

I, _____, residing at _____, hereby declare that my general health is good; and I do not believe myself to be afflicted with any complaint or constitutional disease of such kind as to prevent my working as a labourer. My age is _____ years and _____ months, and I have worked as a labourer _____ years. I hereby agree to be bound by all the rules of the society in force for the time being.

Signature of Member.

The above-named person was elected a member on this day of _____ 19 _____, having been duly proposed by _____ and seconded by _____

Branch Secretary.

The particulars in this form mentioned must be entered in the branch roll book, and the form itself, with doctor's certificate, sent to the general office.

4. If any member has been, or shall hereafter be excluded from the union, he shall only be re-admitted on payment of a fine not exceeding £1 as the branch or executive council may decide, and also undergo the usual probation of a new member.

RULE 38.—TRANSFER OF MEMBERS.

1. Any free member clear on the books may change his branch by obtaining a clearance transfer from the secretary of his branch to the secretary of the branch he wishes to join. The secretary to whom such clearance is sent shall enter the particulars of the same in his contribution book, and within fourteen days send such clearance transfer to the general office.

2. All members working in a town or district where there is a branch of the union shall report themselves to the secretary or branch within fourteen days, or be fined 1s. per week for neglecting to do so.

RULE 39.—EXCLUSION AND SUSPENSION OF MEMBERS.

1. Any member shall cease to belong to the union and shall forfeit all money he has paid thereto :—

(a) If he is in arrears twenty-six weeks of his ordinary contributions.

(b) If he has disobeyed any order authorised by the rules (given either by the executive council or any branch meeting), for three months after it has been issued.

(c) Who, being a member or officer of any branch, tries to obtain possession of any money or other property not authorised by the branch meeting or executive council.

(d) Or any person whatsoever attempts to falsify, after, abstract, withhold, or in any way tamper with the books, forms, or ballot papers connected with the funds or elections.

2. Any member or officer charged with any of the offences mentioned in this section shall be expelled, and forfeit any claim he might have upon the funds of the Union without prejudice to prosecution :—

(a) To have obtained admission into this section of the union by his own or any other member's misrepresentation of his age or other qualification, to have made a fraudulent claim for any benefit of this section of the union.

(b) Attempt or encourage the breaking up of any branch of the union, or is convicted by a court of law as a felon, or misapplied any money entrusted to him on behalf of as candidate, without prejudice to any prosecution their misbehaviour may warrant.

3. Every member not married when initiated into this section of the Union, shall, within six weeks after he has married, give notice thereof to the secretary at his branch or be fined 1s. 6d. Any member changing his residence shall inform his secretary of his new address within fourteen days or be fined 3d. :—

(a) If any fines under these rules directed to be imposed be not paid within three months of their imposition, they are hereby declared to be arrears of contributions.

(b) No member out of benefit to be allowed to vote in any branch upon any matter affecting this section of the Union.

RULE 40.—ENTRANCE FEES AND CONTRIBUTIONS.

The entrance fee shall be 3s. for all members joining this section of the union, 1s. to be paid on nomination night, the remainder on the night of election, and to include a book of rules and contribution card. Members who join under forty-five years of age to be half free to sick benefits in six months, and entitled to full sick and funeral benefits in twelve months. Members joining over forty-five years of age, no half benefits.

The following scale of contributions to this fund is compulsory on all members entering this section of the union :—

16 to 25 years of age at entrance.	4d. per week.
25 to 35 " " "	..5d. "
35 to 45 " " "	..6d. "
45 to 50 " " "	..7d. "

with 2d. per quarter for branch management. All members who pay their contributions at branches other than their own, or by money orders, or have remitted to them their cards or notices of arrears, shall pay for such remittances, letters or notices; in default the branch secretary to charge such expenses to such member's account. And no portion of the fees, contributions or other funds of this section shall be used for any purpose which is not provided for in these rules.

RULE 41.—SUSPENSION FROM BENEFITS.

If at the conclusion of any branch meeting any member is in arrears, together with all moneys due from him to this section declared to be arrears of contributions (in accordance with rule 39) amounting to sixteen weeks of his ordinary contributions, such member is hereby declared out of benefit for four weeks; if it exceeds eighteen weeks' contributions, out of benefit for eight weeks; if it exceeds twenty weeks, out of benefit for fourteen weeks; if it exceeds twenty-six weeks, he is hereby declared excluded from this section of the union.

Every member not clearing the books on quarterly nights shall be liable to be fined 6d.

Any member who has paid all dues and demands for twenty-five years consecutively, and is above sixty years of age, shall, upon an order, be allowed a reduced rate of contributions, viz., 2d. per week, and be entitled to all benefits as before.

APPENDIX No. XCVII.—*Continued.**Handed in by Mr. John Ward, M.P. (Q. 83667.)*

RULE 51.—BRANCH SICK VISITORS.

1. The sick visitors shall visit all members in receipt of sick benefit (or the medical attendant in infectious cases) at least twice a week. They shall be provided with a book in which shall be entered the name of the member entitled to sick benefit, and such member (or other person on his behalf) shall sign his name in a sick form, together with the date of each visit.

2. They shall, when requested by the branch secretary visit any member claiming sick pay, and report his case to the branch secretary, from whom he shall receive a order on the branch treasurer for the amount payable to such member or members. They shall give a receipt for such amount, and shall pay the same to the sick members as early as possible every Friday evening, except the distance be over 2 miles, when it shall be paid on Saturday.

3. They shall report all the facts and results of all visits paid by them to sick members at least once a week to the members present at the ordinary branch meeting, or be fined 1s. They shall visit any member of the Union on travel falling ill *near the branch*, and shall be entitled to all reasonable expenses incurred by them in visiting such member or in getting him removed. If there is no branch near, a doctor's certificate, signed by one or more householders, shall be considered sufficient.

4. For neglect of any of the duties mentioned in this rule (not otherwise provided for), each sick visitor shall be fined 6d.

RULE 55.—SICK AND FUNERAL BENEFITS.

1. No member shall be entitled to receive any benefit from this section who is under any of these rules declared out of benefit.

2. The benefit shall be for a free twelve months' member who joins under forty-five years of age: 12s. for thirteen weeks, 6s. for thirteen weeks, and 3s. per week for two years. Should such illness or any similar affliction continue at the end of two years from the date of last lowest scale payment, he shall be entitled to claim the lowest scale benefit for a further two years. This shall be full sick or accident benefit for same illness for a free member. Members who are full six months' members to be entitled to half sick benefits. Contributions to be paid while in receipt of any benefit. The benefit for free twelve months' member who joined over forty-five years of age shall be 10s. for thirteen weeks and 5s. for thirteen weeks. This shall be full sick pay.

3. On the death of a full twelve-months' member who joins under forty-five years of age, funeral benefit at the rate of £10 will be paid, and £5 for a free member's wife. For members who join over forty-five years of age funeral benefit of £5 for free member, and £2 for free member's wife.

4. No member to receive sick or accident benefit unless certified by duly qualified surgeon's or physician's certificate, nor to receive any benefit (except funeral) where the illness is *veneral*, or caused by drink, or the accident caused by drunkenness or disorderly conduct. Members may receive their sick pay in special cases through the post.

5. No member shall receive sick or accident benefit at the rate as per Clause 2 of this Rule for twelve calendar months after he has declared off the funds, unless he has not run the full twenty-six week's term, when, if he again fall sick before the twelve months have expired, he shall be placed upon the same rate of pay as he was receiving at the termination of his former illness, and shall be allowed to complete the full term as per rule. Any branch committee may employ, at the branch's expense, an independent surgeon or physician to certify as to the cause of such member's illness, or whether it is a genuine case of sickness, when, if they find any of the rules are not complied with, they shall stop payment and order all money wrongfully obtained to be at once returned.

6. Any member claiming sick pay shall give notice thereof in the following manner:—

Notice of Claim for Sick Benefit.

To the secretary of the _____ branch.

Sir and Brother,—This is to inform you that I am ill and incapable of following my employment through

and therefore request the sick benefit
from the _____ day of _____ 19____
(*Here sign full Name and Address.*)

With this must be sent the medical attendant's certificate to the branch secretary within twenty-four hours, or the claim will only be allowed from the date of the certificate.

7. If any member refuse to receive visits from the sick visitors, or refuse to sign or cause to be signed the sick visitor's book, as by these rules required, or refuse to receive the visit of the surgeon or physician as per clause 5 of this rule, such member shall cease to be entitled to sick benefit.

8. If any member make a false declaration of sickness he shall not be entitled to any benefit for three months. If any member in receipt of sick benefit is proved to the satisfaction of the committee to be guilty of the following practices, he shall forfeit sick benefits for the following periods:—

(a) To have been out of his residence without permission of his branch committee before 6 a.m. or after 8 p.m. from April 1st to September 30th, or before 8 a.m. and after 6 p.m. from October 1st to March 31st, such member shall forfeit one day's sick benefit for every day he was so out, and be fined 2s.

(b) To have been drunk, such member shall forfeit the amount of his sick benefit for that week, and be fined 2s.

(c) To have by any misconduct prolonged his illness, shall forfeit all claim to any benefit for such ailment, and in no case to be again entitled to any benefit till he has worked as a labourer for two calendar months.

(d) To have sought for work; to have been seen gambling or doing anything for profit, shall forfeit all claim to future sick benefit for such ailment, and be fined 7s., and shall in no case again be entitled to sick benefit until he has worked as a labourer for three calendar months.

(e) If any member is proved to have been aware of any member of his branch committing any of the offences in this rule mentioned and not to have reported the same to next ensuing branch meeting, he shall be fined 2s. 6d.

9. If any sick member in receipt of benefit sends to the branch secretary a doctor's certificate to the effect that such member requires change of air, if such certificate is satisfactory to the secretary, sick visitors, and branch committee, such member shall be entitled to go to such place as his medical attendant may indicate, and the secretary of his branch may advance such member the amount payable to him for sick benefit for any time not exceeding a fortnight. If a branch exist near the place to which he has removed, that branch shall be considered his own branch for all purposes of this rule, and shall receive his sick visitors and pay from that branch. But if no branch exists within three miles, he shall every fourteen days send to his branch secretary a written statement of his health, signed by a doctor, whose address must be given, or payment will cease.

10. If any member falls sick while on travel he shall send his declaration to his branch, but shall be paid from the nearest branch, if within three miles. Such member may be removed, if he desire, at the expense of this section (as per rule 51, clause 3). But if no branch is near, clause 9 of this rule shall apply as to sending certificate.

11. If under this rule any member receives any benefit (except travelling) from another branch, the branch to which he belongs shall refund all such benefits to the paying branch within one month.

12. Any member who has been in receipt of sick benefit shall, as soon as he is able to work, give written notice thereof to the branch secretary in the following form, with a surgeon's certificate, within one day, or be fined 2s. 6d.

APPENDIX No. XCVII.—*Continued.**Handed in by Mr. John Ward, M.P. (Q. 83667.)**Notice of Declaring Off Sick Benefit.*

To the secretary of the _____ branch.
 Sir and Brother,—This is to inform you that I
 have recovered from my late illness, and was able to
 resume work, and therefore not entitled to benefit from
 the _____ day of _____ 19____
 (Here sign full Name and Address.)

13. The expense attending payments made to members
 entitled to sick benefit through the post shall be borne
 by the branch.

14. Should any member, being entitled to the funeral
 benefits, die when on travel in search of work, and his
 friends be unable to remove him to his proper home, the
 officers of his branch, or the nearest branch to where
 he died, shall cause him to be decently interred. The
 expenses of the funeral shall not exceed £6. Should
 his widow, nominee, or next-of-kin apply for the balance
 it shall be paid.

15. Every branch shall keep a declaration book in
 which any member may write down the name of any one
 person he pleases to receive his funeral benefit. No
 branch officer (unless a relative) shall be nominated. A
 copy of the declaration shall be sent to the general
 office within one month from the date of entry by the
 branch secretary, or for each neglect be fined 2s. 6d.

Copy of Declaration.

Branch.

I, _____ of _____, a
 member of the Navvies, Builders' Labourers, and
 General Labourers' Union, do hereby nominate and
 appoint _____ of _____ to receive
 all monies payable at my decease by the said union
 under the rules thereof.

As witness my hand this _____ day of _____
 19____.

Signature

Witnesses.

16. No funeral benefit to be paid either for a free
 member or free member's wife, unless written notice is
 received from those interested, together with a certificate
 of the date and cause of death, signed by the public
 registrar, or a duly qualified surgeon, or a justice of the
 peace. No money to be paid for death of member's wife
 unless the marriage certificate is produced, and it shall be
 paid to the member entitled thereto, on account of the
 death of a member, to the person named in the declara-
 tion. But where such member dies intestate the majority
 of the executive council shall decide who is the proper
 person or persons to receive the same.

17. If no application is made for the funeral benefit of
 a member's wife within a year after the death of the
 same, the money shall be forfeited to the union.

18. Should a member, after receiving funeral benefit
 for his wife, desire to marry again, and wishes to bring
 his second wife into compliance with these rules, he
 shall pay a registration fee of 5s., and also produce a
 medical certificate that she is of sound bodily health, and
 shall not be entitled to any benefit until they have been
 married one year, such benefit to be £3.

RULE 56.—TRAVELLING BENEFIT.

1. Any full free member owing to the union arrears of
 contributions not exceeding four weeks shall be entitled
 to travelling benefit when on travel in search of work.

2. Any such member wishing for travelling benefit
 shall apply for and receive from the branch secretary his
 contribution card and travelling cheque containing a list
 of places where travelling benefit is paid. Such cheque
 shall run for eight weeks, but no member shall receive
 more than eight weeks' travelling benefit during any one
 year. Any member finding employment shall deposit
 or send to the nearest branch his contribution card and
 travelling cheque within forty-eight hours, or be fined 1s.

3. Any member complying with these rules and in
 possession of a travelling cheque shall be entitled to 1s. 4d.
 per day for the first five days, or a portion thereof, and
 2s. 8d. for Saturday.

4. No cheque to be issued to any member by any branch
 secretary during the months of June, July and August,
 and no relief to be paid during that period every year.

5. The branch treasurer shall be the relieving officer,
 and the names and addresses of all relieving officers shall
 be printed on the cheque. All relief to be paid by 6.30
 p.m., and the relieving officer to mark the relief on the
 member's card and enter all details relating thereto
 in the book provided for that purpose. All arrears of
 contributions and fines, to be deducted from the relief
 and forwarded to the branch to which such member
 belongs.

6. Any member who has taken out a travelling cheque
 and not used it within seven days from its date of issue,
 or when last relieved, shall give or send such travelling
 cheque to the secretary of his branch, or be fined 1s.

7. If any member obtains travelling benefit by a false
 statement, or leaves work to obtain possession of a
 travelling cheque, or refuse to continue work after having
 obtained the same, shall be fined 5s., and be out of benefit
 until such fine is paid.

8. No member on travelling benefit shall call upon any
 branch officer while they are at work for the purpose of
 obtaining benefit. For a breach of this clause such
 member shall be fined 1s., such fine to be paid before
 travelling benefit is given.

APPENDIX No. XCVIII. (A).

Handed in by Sir Thomas Thornhill Shann, Manchester (Q. 83858 (25)).

STATEMENT OF SIR T. THORNHILL SHANN TO MANCHESTER COUNCIL ON PRESENTING
REPORT OF DISTRESS COMMITTEE NOVEMBER 21ST, 1906.

In presenting the First Report of the Distress Committee I wish to draw the attention of the Council to a few of the main features. The Report covers a period between October and the end of June, when operations were suspended. During this period the Distress Committee met twenty-three times.

In dealing with the operations of the Committee it will be found convenient to refer to the work done under three main heads.

1. *Labour Registry.*—The Committee took over the Labour Registry and extended its use by admitting women. Four clerks (and one woman) have been appointed, and the expenditure has been £309.

The number of unemployed on the register fluctuated. The highest total number of men was 2,016 in December, and it fell gradually month by month until in June it was 478.

The total number of women who registered (November, 1905, to June, 1906) was 692, and in June there were still 207 on the list.

By means of the registry, work has been secured in three ways:—

(1) Through ordinary employers, who have engaged 477 men and 414 women.

(2) By means of work provided by various Corporation departments giving employment to 1,031 men.

(3) By reclaiming land at Chat Moss. In this work 252 men were engaged.

The foregoing figures show that altogether work was obtained for 1,760 men and 414 women, total, 2,174 persons; most of the work was of a temporary character, for when paid for out of the funds of the Committee it can only extend over a period at the most of sixteen weeks for each individual, the scheme being not to promote permanent employment, but to tide over periods of distress. In this direction it is certain that the Distress Committee have done good work.

2. *Farm Colony.*—During the year the Committee have given long and careful consideration to the question of buying land for colony purposes, which can be done by aid of a loan approved by the Council, but they have been unable to draw up a scheme simply for Manchester. The Committee were urged to undertake the experiment of finding work on the land, and an arrangement was made for the digging of certain land belonging to the Cleansing Committee at Chat Moss.

The most that can be said of the experiment is that it provided wages for 252 men during a portion of the year. The work was, however, attended by great expense owing to railway fares, provision of shelters, etc., whilst no remunerative return was secured by the Distress Committee as a set-off against the wages paid.

3. (a) *Finance.*—Apart from the cost of carrying on the Labour Registry all the assistance the Distress Committee have been able directly to secure for the unemployed has been (1) by means of the voluntary subscriptions generously given to establish a fund for wages; and (2) by the somewhat restricted facilities offered by the Corporation departments for providing work of a public character.

(b) Whether all that is possible has been done in this direction by the various departments of the Corporation I do not wish to say, but it must always be borne in mind that in making work for the unemployed we run the danger of depriving others; so that it must follow that all such work must of necessity be of a distinctly special character and of a nature not always easy to find.

(c) At the beginning of our operations we made an appeal for subscriptions. The balance sheet attached to the Report shows that, including a grant of £1,507 10s. from the Queen's Fund, we received £5,060 11s. 8d., and of this amount the sum of £475 was derived from collections in places of worship. For work done the Corporation departments paid a sum of £1,023. Our total income was £6,103. This enabled the Committee to pay in wages £5,350, the balance of £753 being paid away in other directions.

(d) Generally we supplied work for three days per week, and such employment was subject to the sixteen weeks limit imposed by the Local Government Board regulations, the men being encouraged to use their surplus time in seeking permanent employment.

Such is a brief survey of our work up to the end of last season.

(e) I would like to refer to an experiment tried during the summer of finding work for women. We made application to a large number of factories and workshops for the washing and repairing of men's slops and overalls, thus endeavouring to carry out a suggestion made to the Committee.

After three months trial the work had to be abandoned, as we did not find that there was sufficient response to our appeal for work of this description. The cost was £39 13s. 5d., and of this amount £11 5s. 2d. was paid to the women for washing, etc., the balance of £28 8s. 3d. going for cost of carriage of articles, materials, and use of washhouses. We received £13 2s. 10d. for work done, and the loss was £26 10s. 7d.

GENERAL.

4. (a) The Distress Committee have now resumed their meetings, and the first business was to consider a letter from the Local Government Board setting forth the terms of distribution of the recent grant of £200,000 made by Parliament for assisting the operations of the Distress Committees in Great Britain and Ireland.

The Committee were asked to formulate a scheme for the ensuing winter, and were impressed with the importance of again obtaining subscriptions, as any money allotted to Manchester from the Parliamentary grant will only be of a limited character given for the purpose of supplementing voluntary contributions.

The Committee have very fully laid before the Local Government Board their difficulties, and whilst assuring the Board of their earnest desire to carry out the instructions to the best of their ability state that what is needed is a national scheme drawn up by the Local Government Board for the whole of the country—a scheme with adequate funds at its back so that it may work automatically to suit the varying vicissitudes of trade, and a scheme which shall deal particularly with that large class of people who are unable to perform work of a character at all equal to the barest wage which may be paid to them. The so-called "unemployed" are composed of men and women, some of whom are able and willing to work, others who are willing but unfit to work, and, it is to be feared, a proportion who do not want to work. The Committee also think that the difficulties which arise from the want of control of the "tramp" element call for urgent attention.

(b) The Committee are fully aware that these outlines comprehend a vast amount of work, but they are firmly convinced that if the real difficulty of the want of employment has to be grappled with, it must be by means of a national scheme, rather than by local and spasmodic efforts to alleviate distress by finding employment at a time when, owing to the weather or want of trade, the

APPENDIX No. XCVIII (A).—*Continued.**Handed in by Sir Thomas Thornhill Shann (Q. 83858 (25)).*

demand arises for something to be done—always of a tentative character and not designed to deal effectually with the difficulties and needs of persons suffering from want of employment.

(c) Apart from these considerations, which the Committee consider are of the first importance, if the question of the unemployed is to be grappled with in a permanent manner, we have now again before us the problem of last winter and we find ourselves in exactly the position of a year ago. We are without resources to pay wages for work which must fall far short of a remunerative character.

We are again about to appeal to the public for subscriptions, and I would strongly urge the various Corporation Departments to help us in the supply of work of a kind suitable to the needs of the people who during the coming winter will look to us for help.

In conclusion I would point out that we have administered our resources with both economy and discretion. Our administrative work has been carried on by officials who have given their services, and there has been no attempt to establish expensive machinery for relief purposes.

All who have received help from us have had to perform work to the best of their ability, and by means of the methods we have employed we have avoided the evils attendant upon the mere giving of assistance without the equivalent of work being enforced.

I hope that we shall receive such support as will enable us to carry on during the winter, and I would emphasise the fact that, owing to the conditions of the Act of Parliament under which we carry on our operations, without such voluntary help our work must come to an end.

This, I think, would be a calamity which should not occur in Manchester.

(d) We rigidly exclude from our scheme all those who have not been resident here for twelve months, and consequently we offer no inducements for persons to come here with the object of being helped by our funds.

I am obliged to the Council for their attention to what I have said, and I confidently appeal for support and encouragement for a Committee whose work is so greatly beset with difficulties. I hope the time is not far distant when the Government will produce a national scheme which shall effectively deal with the problem we all earnestly desire to see wisely solved.

APPENDIX No. XCVIII (B).

Handed in by Sir Thomas Thornhill Shann (Q. 83858 (25)).

MANCHESTER DISTRESS COMMITTEE.

On April 24th, 1906, the Distress Committee appointed a sub-committee to consider and report on certain suggestions submitted by a deputation for providing work for unemployed women.

The sub-committee, after much consideration and inquiries from employers of labour, reported on June 19th, 1906, and asked to be empowered to commence work (as an experiment) of washing and repairing overalls, aprons, etc., of workmen. The Distress Committee approved of the experiment being tried, and voted a sum of £25 for the purpose.

From June 23rd to September 22nd, 1906, twenty-three women were found employment under this scheme for periods varying from half a day to twenty-five days.

The cost of carrying on this work for thirteen weeks was as follows:—

	£	s.	d.
Wages of women - - - - -	11	5	2
Collection and delivery of articles - - - - -	14	0	6
Cost of materials - - - - -	9	3	10
Use of wash-houses - - - - -	4	5	0
Travelling expenses (tram fares) - - - - -	0	18	11
	39	13	5
Total expenditure as above - - - - -	39	13	5
Less amounts received from various works - - - - -	13	2	10
Loss - - - - -	26	10	7

On October 16th the Chief Constable reported in connection with the Women's Registry that during the three months ended September 30th, 1906, 103 employers had applied to the registry for workers, and that 122 women had been found employment as follows:—

	Permanent.	Temporary.	Total.
Machinists and dress-makers - - - - -	27	1	28
Clerks, housekeepers, companions, waitresses, etc. - - - - -	24	—	24
Servants (domestic) - - - - -	51	—	51
Charwomen - - - - -	17	2	19
Totals - - - - -	119	3	122

That there were on October 13th seventy nine persons whose names were on the register, classified as follows:—

Machinists and dressmakers - - - - -	4
Clerks, housekeepers, companions, etc. - - - - -	24
Servants (Domestic) - - - - -	11
Printers and French polishers - - - - -	3
Charwomen - - - - -	37
Total - - - - -	79

Of the seventy-nine persons left on the register, twenty-seven were married, thirty-one single, and twenty-one widows.

APPENDIX No. XCVIII. (C).

Handed in by Sir Thomas Thornhill Shann (Q. 83909).

MANCHESTER CITY COUNCIL.

THE FEEDING OF SCHOOL CHILDREN.

THE EDUCATION (PROVISION OF MEALS) ACT, 1906.

MEMORANDUM from Sir Thomas Thornhill Shann, Chairman of Manchester Education Committee, giving particulars of the method of dealing with neglected or badly nourished school children in Manchester—prepared for the information of The Royal Commission on the Poor Laws.

Sir Thomas Thornhill Shann desires to bring before the notice of the Royal Commission the following statement, and, in doing so, expresses a strong opinion that all matters dealing with the administration of relief to school children (on the lines of The Education (Provision of Meals) Act, 1906.) should continue in the hands of local education authorities, and the power should not be entrusted to Poor Law guardians.

Particular attention is drawn to the statement regarding proceedings against negligent or cruel parents, referred to on page 5 of this Memorandum.

Historical Survey.

The feeding of destitute and badly nourished school children is no new departure on the part of the education authorities in Manchester. As far back as 1879, when Mr. Herbert Birley was Chairman of the School Board, the work began, and up to 1905 was continued by means of voluntary effort. The historical survey of the work in Manchester between 1879 and 1905 is of interest, and the following particulars thereof are given :—

The giving of free meals during the winter to destitute children attending the day schools was commenced by the School Board in 1879, and was continued by the Education Committee up to 1905.

The work up to the passing of the Education Act, 1902, was restricted to schools controlled by the late School Board, and the cost was defrayed by voluntary contributions, such expenses not being a legal charge upon the School Fund. The work was also assisted by the proceeds of school concerts, etc., promoted by the teachers.

The operation of the fund was considerably extended during the winter of 1903-4. This was in consequence of the extension of the scheme to include some of the non-provided schools of the city, which came under the control of the authority under the Education Act, 1902. The extended provision was also maintained during 1904-5, and applied to twenty-three municipal schools and eighteen non-provided schools; total, forty-one schools.

In 1904-5 the experiment was tried of charging one penny each for dinners, whilst cases of necessity were furnished to the office by the teachers. The demand for penny dinners gradually decreased and when the number of meals supplied was at the highest point, there were about 200 paying pennies and 2,300 who were on the free list. (One meal per day for five days.)

The meals consisted of pea soup and bread, varied in certain cases by the provision of milk and bread on Fridays.

The meals were served in the schoolrooms on the school desks, and the teachers kindly gave voluntary assistance in serving the children.

There was no expense of administration other than a small allowance made to the school caretakers, and practically the whole of the money raised was spent upon the relief of the children.

In all cases where relief was afforded, enquiry was made through the school attendance officers into

the circumstances of the parents and due care was taken that only really necessitous children were relieved.

A poverty scale was applied in dealing with each case and the cases were revisited monthly.

It may here be stated that for the purpose of dealing with the evil of overlapping the sub-committee during the winter of 1904-5 arranged a conference of representatives of various organisations dispensing relief to children, and well-attended meetings were held at regular intervals during the winter months.

The monthly conferences thus held with representatives of various voluntary bodies giving relief to children, though tentative, were in many respects satisfactory, and the sub-committee had no reason to be dissatisfied with their attempt to organise the work of giving relief from charitable sources. It is true that no binding arrangement was entered into, yet by the full and free discussion at these monthly conferences much valuable information was obtained; and, apart, from the new position of affairs created by the Order of the Local Government Board, it is believed that in the future better results would have ensued in the distribution of charitable aid by means of improved organisation for dealing with the general relief of distress, particularly in the direction of avoiding overlapping in the work of the different voluntary bodies.

The particulars here set forth as to past procedure show that the education authority in Manchester has for almost thirty years been fully cognisant of the vital need of supplementing school instruction by the feeding of hungry children. This voluntary work was discontinued in 1905 owing to the issue by the Local Government Board of the Relief (School Children) Order, 1905, which made the Poor Law guardians primarily responsible for the administration of relief to necessitous children. The work was undertaken by the guardians upon their own lines up to the passing of the Education (Provision of Meals) Act, 1906, which gave permissive powers to local education authorities in England and Wales to deal with the matter.

POWERS UNDER THE EDUCATION (PROVISION OF MEALS) ACT, 1906.

Under the powers of The Education (Provision of Meals) Act, 1906, which came into force on January 1st in the present year, local education authorities may, on adopting the provisions of the Act, provide meals for children attending public elementary schools.

The following is a summary of the provisions of the Act :—

Administration.—The local education authority may associate themselves with any committee, on which they shall be represented, who will undertake to provide food for the children. The title of the committee to be "The School Canteen Committee."

Financial aid may be given by the local education authority for the provision of land, buildings, furniture, apparatus, and officers necessary for the preparation and service of meals, but, save as provided,*

*The local education authority may, under special conditions, subject to the approval of the Board of Education, spend out of the rates such a sum not exceeding an annual rate of $\frac{1}{4}$ d. in the pound as may be necessary to defray the cost of food furnished for meals for school children. (Section 3.)

APPENDIX No. XCVIII. (C)—Continued.

Handed in by Sir Thomas Thornhill Shann (Q. 83909).

the authority shall not incur any expense in respect of the purchase of food to be supplied at such meals. (Section 1.)

Payment for Meals.—Parents to be charged such an amount as may be determined by the local education authority in respect of every meal furnished to a child, and unless the authority are satisfied that the parent is unable to pay, they must require such payment, and the same may be recovered summarily. When the meals are furnished through a canteen committee the local education authority to pay over to the committee such an amount recovered as represents the cost of food furnished by the committee. (Section 2.)

Franchise of Parent.—The franchise of a parent is not to be affected by relief granted under this Act unless during the qualifying period the parent has been convicted of cruelty or neglect in respect of a child to whom a meal has been furnished. (Section 4.)

The Manchester City Council passed such a resolution on January 9th, 1907, and it then became necessary for the education committee to appoint a canteen committee and carry out the Act.

In a Report presented to the education committee by the Director of Elementary Education on January 28th, it was pointed out that if the committee resolved to advise the council that there are children resident within their area unable to take full advantage of the education provided for them, and that funds, other than public funds, are not available for the purposes of the Act, it would be necessary to apply to the Board of Education for authority to spend money out of the rates. The amount provided by the Act is not to exceed the proceeds of an annual rate of $\frac{1}{2}$ d. in the pound. Subsequently, this course was adopted, and after some correspondence the committee received the following authority, dated May 13th, 1907:—

“The Board of Education hereby authorise the County Borough Council of Manchester, being the local education authority, to spend out of the rates during the year ending March 31st, 1908, such sum (not exceeding the amount which would be produced by a rate of $\frac{1}{2}$ d. in the pound over the area of the authority in the financial year) as will meet the cost of the provision of food furnished in meals under the Education (Provision of Meals) Act, 1906.”

In the same Report it was also suggested that generally the scheme set forth in the Report on the feeding of children, presented to the council in October, 1905, should be followed. It may be noted that this Report was drawn up by the education committee at the time when a scheme for combined action (under the Local Government Board's Relief (School Children) Order, 1905) between the education committee and the various boards of guardians having jurisdiction in Manchester had been under consideration—without, however, any practical result being attained.

As already stated, the committee in October, 1905, came to the conclusion that the methods under which it had unavoidably been necessary to administer relief to necessitous children were not altogether satisfactory, particularly in the use of the schoolrooms for serving the food, and in placing an undue task upon the teachers in the supervision of the meals. The Director in his Report of January 28th, 1907, advised that:—

(1) Within a prescribed area, covering the poorest districts of the city, there should be established centres for the serving of the food.

(2) Ill-nourished or necessitous children reported by the teachers, etc., to be certified by the committee's medical officers, and to be dealt with according to the circumstances of the parents. Some would require food, and there would be many cases where the parents would be required to pay the charge of one penny per meal. The services of the school attendance

officers being utilised for the investigation of the circumstances of the parents, etc.

(3) The food to be all cooked at a temporary kitchen fitted up in premises belonging to the education committee in Lloyd Street, Deansgate, and conveyed to the different centres by means of milk carts hired for the purpose.

(4) The food to be supplied as a mid-day meal on each of the five school days, and varied as set forth in the following outline of a week's supply:—*Monday:* Pea soup and bread. *Tuesday:* Hot-pot and bread. *Wednesday:* Suet pudding and treacle. *Thursday:* Irish stew. *Friday:* Hot milk and bread and jam, or bread and cheese. An estimate was given of the cost of hot-pot, with approximate cost of materials. The cost slightly exceeds one penny per meal. For the other kinds of foods specified in the foregoing list the cost will probably not reach this cost per head.

The scheme came into operation on January 29th, 1907, and all the children relieved have been certified by the committee's medical officers to be badly nourished or in need of food. All the cases have been visited by the school attendance officers, who have gone to the homes and reported on the circumstances. For admission the income of the family, after payment of rent, must come within the following scale:—

	per head.
	s. d.
5 or more in family	- - - 2 6
3 or 4 in family	- - - 2 9
1 or 2 in family	- - - 3 0

Where the income of the family is over this scale, one penny is charged for each meal supplied.

In the majority of the cases over this scale, when it has been intimated to the parents that payment must be made for the food supplied, the children have been withdrawn from the dinners. So far it has been felt that the work this year must be of a tentative character so that the committee may gradually develop a sound scheme, and no action has yet been taken in what will prove to be the most delicate and responsible portion of the work of feeding necessitous and neglected children, namely, the bringing home to careless criminal parents the responsibility for feeding their children when the income of the family is equal to the expense. The Report of the special committee of October, 1905, already referred to, touches upon the prosecution of delinquent parents and the recovery of the cost of supplying food. Whilst the Act of 1906 simply refers to the recovery of the cost by summary procedure before the magistrates, it may be pointed out that the Prevention of Cruelty to Children Act, 1894, can be put in force in the case of persons who criminally neglect to feed their children, such cases coming within the provision of Section 1 (1) of the Act, which runs as follows:—

“If any person over the age of sixteen years who has the custody, charge or care of any child under the age of sixteen years, wilfully assaults, ill-treats, neglects, abandons, or exposes such child, or causes or procures such child to be assaulted, ill-treated, neglected, abandoned, or exposed in a manner likely to cause such child unnecessary suffering or injury to its health (including injury to or loss of sight or hearing, or limb, or organ of the body, and any mental derangement) that person shall be guilty of a misdemeanour.”

The penalty on conviction is subject to the discretion of the Court, a fine not exceeding £25 or in default, or in addition thereto, a term of imprisonment not exceeding six months.

WORK OF THE SCHOOL CANTEEN COMMITTEE.

The school canteen committee have appointed Miss Alice Frost as superintendent. The food is all cooked on the premises adjoining the offices of the education

APPENDIX No. XCVIII. (C)—Continued.

Handed in by Sir Thomas Thornhill Shann (Q. 83909).

committee in Lloyd Street, where a temporary kitchen has been fitted up with a gas oven, etc. (provided by the gas committee) and boilers. The cooking is all done by gas. During the summer months, when the numbers having dinners had somewhat decreased, a large quantity of jam has been made for use at the meals. The food is all carried by milk carts to the various centres, and satisfactory arrangements have been made with a firm of milk sellers who can spare their carts for an hour in the middle of the day. Although some of the centres are several miles from the kitchen, the food can be delivered quite hot for the dinners, which are served at 12.30 p.m. on the five school days of the week.

The following places are used for serving the dinners, and women are employed two hours each day for serving the food, washing utensils, and keeping the rooms clean :—

- (1) Parade Room, Albert Street Police Station.
- (2) Parade Room, Cavendish Street Police Station, All Saints.
- (3) Parade Room, Mill Street Police Station, Bradford.

- (4) Room at New Islington Hall, Ancoats.
- (5) Rooms at 62, Shakespeare Street, Chorlton-upon-Medlock.
- (6) Room at Chorlton Street.
- (7) Rooms at Sunday School, Great Jones Street, West Gorton.

The first six centres are held in premises belonging to the city council. They are conveniently situated and are in every way suitable for the purpose. It has only been found necessary to hire premises for one centre, viz., No. 7 in the list, where a very reasonable arrangement has been made with the trustees for the use of the premises.

During the coming winter the number of centres will need to be extended. At the present time (October 15th) there are 745 children having dinners.

In the financial estimate for the year ended March 31st, 1908, the city council have allowed a sum of £1,500 for the expenses of the school canteen.

APPENDIX No. XCIX.

Handed in by Mr. T. Fox, Manchester. (Q. 84021.)

MANCHESTER AND SALFORD TRADES AND LABOUR COUNCIL.

To
The Royal Commission on the Poor Laws and Relief of Distress.
Scotland House, Victoria Embankment, Westminster, S.W.
5, Repton Street,
Chorlton-on-Medlock, Manchester,
November 23rd, 1907.

MY LORD AND GENTLEMEN.—Referring to my promise to your Commission that I would furnish some statistics re Unemployment in the Manchester District, in the metal trades, I find that there are no separate records kept

by the societies for the Manchester district only, these being incorporated in a National Report of the various societies. I have a letter to hand from the Amalgamated Society of Engineers stating that their General Secretary Mr. G. N. Barnes, M.P., will deal with this phase of unemployment when he gives evidence before your Commission. I enclose a Return from the Ironfounders Trade Society containing statistics from their society for the past fifteen years re unemployment, in the hope that it may be useful.

Faithfully yours,
Tom Fox.

Enclosure.

164, Chorlton Road, Brooks Bar, Manchester.
November 18th, 1907.

Mr. Tom Fox.
Dear Sir,

In answer to yours of the 15th inst., the following are our average unemployed and cost of same for the past fifteen years :—

Year.							Aggregate cost.		Average per
							£	s. d.	member per year.
1891	Average number unemployed throughout the year	-	713				15,196	15 2	19 10
1892	" " " " " "	-	1,328				29,600	8 10	38 5½
1893	" " " " " "	-	1,544				32,480	2 9	43 2
1894	" " " " " "	-	1,555				37,388	7 4	49 2¾
1895	" " " " " "	-	1,237				25,750	3 3	33 11¼
1896	" " " " " "	-	471				10,417	3 6	13 2¾

APPENDIX No. XCIX.—Continued.

Handed in by Mr. T. Fox, Manchester. (Q. 84021.)

TABLE IX.

Showing the number of members unemployed, and on the various scales of Donative Benefit, at the end of each month in the years stated ; also the mean average, and the percentage throughout the year, during the last decade, including the years 1897 and 1906.

Years.	Months.												Mean average through- out the year.	Per cent. age.
	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sep.	Oct.	Nov.	Dec.		
1897	525	523	581	679	408	688	864	1,567	1,848	2,143	2,134	2,211	1,181	7.1
1898	2,048	1,095	662	451	349	335	345	317	334	318	345	436	586	3.5
1899	484	291	265	240	289	276	274	277	298	293	290	404	307	1.7
1900	356	326	337	377	327	443	454	496	625	657	773	1,009	515	2.8
1901	1,081	1,032	1,095	1,076	1,029	1,198	1,033	1,063	1,089	1,130	1,348	1,628	1,151	6.3
1902	1,645	1,654	1,442	1,261	1,149	1,273	1,057	1,078	1,208	1,386	1,318	1,480	1,329	7.3
1903	1,340	1,176	933	888	755	978	852	1,000	1,147	1,347	1,511	1,813	1,146	6.2
1904	1,733	1,572	1,535	1,481	1,553	1,785	1,610	1,805	1,892	2,123	2,131	2,433	1,804	9.8
1905	1,955	1,764	1,690	1,633	1,275	1,220	1,060	1,263	987	925	795	977	1,295	7.1
1906	713	591	554	612	502	525	586	660	661	689	733	1,327	679	3.6

TABLE 1. (a.)

Showing amounts paid, and averages per Member for Donation and Superannuation each year during the last decade, including the years 1897 and 1906.

Year.	No. of Branches.	No. of Members end of Year.	DONATION.			SUPERANNUATION.		
			Amount.	Average per Member.		Amount.	Average per Member.	
				Per Year.	Per Week.		Per Year.	Per Week.
1897	125	16,915	£ s. d. *30,300 13 3	s. d. 36 5½	s. d. 0 8½	£ s. d. 12,314 15 7	s. d. 14 9¾	d. 3½
1898	125	17,295	†16,836 10 10	19 9¼	0 4½	12,856 4 7	15 1¾	3½
1899	125	17,971	6,628 17 10	7 9	0 1¾	13,235 11 8	15 0¼	3½
1900	126	18,357	11,172 14 1	12 3¾	0 2¾	13,937 5 5	15 4	3½
1901	127	18,268	§24,922 19 9	27 3¼	0 6½	15,081 11 3	16 6	3¾
1902	127	18,287	‡28,670 12 6	31 4½	0 7¼	16,350 19 8	17 10¾	4¼
1603	128	18,427	**24,457 4 10	26 7½	0 6¼	17,526 8 11	19 1	4½
1904	128	18,426	39,476 10 11	42 9¾	0 10	19,662 7 6	21 3¾	5
1905	128	18,474	27,404 2 4	29 8	0 6¾	19,870 14 7	21 6	4¾
1906	128	19,264	17,682 14 2	18 9	0 4¼	19,879 7 3	21 0¾	4¾

* £6,131 9 0 Extra Donation by Special Vote.
† £3,301 1 0 " "
§ £167 9 0 " "
‡ £289 0 0 " "
** £390 3 0 " "
|| £303 0 0 " "

You will observe that we have not the percentages worked out for the first six years ; and it would take more time to work it out than I have to spare, as I am very much pressed for time at present and likely to be so, so that you must do your best with the figures supplied.

Yours truly,
J. MADDISON.

APPENDIX No. C.

Handed in by Mr. James Sexton, Liverpool. (Q. 84357.)

The idea for holding a conference for the purpose of re-organising labour at the docks emanated from Colonel Hornby and Mr. Grisewood. At their suggestion the distress committee called a meeting of the representatives of the large employers of labour at the docks and also representatives of the dock labourers.

June 8th, 1906.—The first meeting of the conference was held on this date and a scheme was submitted. The conference approved of the main principles embodied in the scheme and appointed a committee to consider the details and report.

June 29th, 1906.—A meeting of the committee was held on this date and the scheme received careful consideration. The following resolution was also passed: "That it shall be mutually agreed between employers and representatives of the workmen that no man shall work more than twenty-four consecutive hours, except in the case of finishing off a ship for tide."

This resolution was sent subsequently by direction of the conference to employers of labour at the docks, and the representatives of the dock labourers.

July 20th, 1906.—A further meeting of the conference was held on this date. A scheme for the re-organisation of stands was approved and the clerk was instructed to draft a report to be submitted to the conference.

The question of classification of workmen was postponed to await a scheme to be prepared by Colonel Hornby and Mr. Grisewood.

October 12th, 1906.—At a meeting of the committee held on this date, the following draft report for presentation to the conference was approved:—

ORGANISATION OF LABOUR AT THE DOCKS.

REPORT OF THE COMMITTEE APPOINTED BY THE CONFERENCE.

The Committee begs to report that it has held three meetings and taken into consideration the matters referred to it by the Conference.

(1) *Re Organisation of Stands.*

A scheme proposed by Mr. A. L. R. Rathbone, seconded by Mr. James Sexton was considered clause by clause and discussed very fully, with the result that it was decided to make the following recommendations:—

(a) That each employer shall hold his stand or stands as at present.

(b) That arrangements be made by the Distress Committee whereby convenient offices may be provided along the line of docks at the following places:—

(1) At the foot of Horsfall Street.

(2) At the foot of Hill Street.

(3) At the foot of James Street, near the harbour master's office.

(4) At the Clarence Dock, under the Overhead Railway.

(5) No. 1, Huskisson Dock.

(6) Alexandra Dock, between Nos. 1 and 2 branches, and that the said offices be connected with each other and the Central Office of the Distress Committee by telephone, and further that facilities be provided by notice boards or otherwise for the publication of particulars with regard to dock labour.

(c) That employers be requested, as far as possible to inform the clerk in charge of the nearest office, say at about 5 o'clock p.m., how many men they are likely to want at their own stand or stands next day, such information to be posted by the clerk on the notice boards and communicated to the head office.

Your Committee recommend that the offices established by the Committee be opened each day (Sunday excepted) from 6.30 a.m. to 8 a.m. from 12 noon to 1.30 p.m., from 4 p.m. to 5.30 p.m., except Saturday, when the office will close at 1.30 p.m.

It will probably be found necessary for a man to be installed in the office at the bottom of James Street, but the other offices could be efficiently staffed by youths of between the ages of sixteen and twenty. It might be roughly estimated that the wages will amount to £6 10s. per week, and beyond this and the initial outlay, which should not be great, there should be practically no additional expenditure.

(2) *Excessive Overtime.*

The following resolution was passed by the Committee with regard to this question: "That it shall be mutually agreed between employers and representatives of workmen that no man shall work more than twenty-four consecutive hours except in the case of finishing off a ship for tide."

(3) *Classification of Workmen.*

This question is of a very intricate character, and the Committee have it under careful consideration and hope to report further at a later date.

November 23rd, 1906.—At a meeting of the conference on this date the consideration of paragraph 1 of the report relating to the re-organisation of stands was postponed until a report upon the classification of workmen was submitted.

December 14th, 1906.—At a meeting of the committee held on this date draft proposals prepared by Colonel Hornby and Mr. Grisewood, and also draft proposals prepared by Mr. Charles Booth, were submitted. Neither of these met with the approval of the committee. Mr. Sexton, however, stated that he thought he could devise a scheme which would meet with the approval of both the employers and workmen and a special sub-committee was appointed for the purpose of considering his scheme.

June 21st, 1907.—At a meeting of the committee held on this date, Mr. Sexton said he had not been able to devise such a scheme as he had thought possible, and the committee, therefore, have to report to the conference that they are unable to devise a scheme for dealing with the classification of workmen.

The organisation of labour at the docks is a question which has been raised from time to time. The late Mr. William Rathbone took a great interest in the matter and attempted to bring about a better condition of affairs at the docks and Miss Rathbone has also closely identified herself with the question. The question was prominently before the public during the Lord Mayoralty of Mr. W. B. Bowring, but with no satisfactory result. This conference at this, its last meeting, has also to confess its failure to grapple successfully with the problem. It would appear that neither the employers nor the workmen desire any change in the present conditions, and until the desirability of making some change is brought home to them both, especially the employers, it will be impossible for those who are not directly concerned in the question, however good their intentions are, to bring about any reforms.

Copy of a Resolution passed by the Committee appointed by the Conference.

Resolved, That this committee after giving the question its most careful consideration regrets that it has not been found possible to devise a scheme for the classification of workmen which is acceptable both to employers and workmen.

Copy of a Resolution passed by the Conference at the Meeting held on Friday, June 28th, 1907.

Resolved, That this conference is of opinion that the scheme for the re-organisation of the stands at the docks cannot be carried into effect unless some scheme for the classification of workmen can be agreed upon to work in conjunction therewith and as the committee appointed by the conference to consider this question have reported their inability to devise any scheme for the classification of workmen this conference has with regret to record its failure to find any remedy for the present system of employment of labour at the docks.

APPENDIX No. CI.

Handed in by Mr. Bolton Smart. (Q. 84537)

STAFF AT HOLLESLEY BAY LABOUR COLONY.

Superintendent	- - -	£175 per year, and board and residence.
Assistant superintendent	- - -	£80 per year, and board and residence.
Farm manager	- - -	£182 per year.
Store-keeper	- - -	£120 "
Shorthand-typist and clerk	- - -	30s. per week.
House :—		
Cook	- - -	30s. per week.
Baker	- - -	28s. "
Coachman	- - -	20s. "
Stableman	- - -	18s. "
Farm :—		
Hands	- - -	£21 17s. 10d. per week.
Garden :—		
Head gardener	- - -	£2 per week.
Three assistants	- - -	£2 18s. per week.
Labourer	- - -	12s. per week.
Salesman	- - -	£2 10s. per week.
Small holders	- - -	£9 12s. per week.
Estate	- - -	£1 per week.
Works' Department :—		
Works' manager	- - -	£2 12s. per week.
Hands	- - -	£7 9s. per week.

ADMISSIONS, DISCHARGES, ETC.

Total number of admissions	- - - -	1,711
Number of discharges :—		
Reasons for leaving :		
Time expired	- - - -	262
Migrated	- - - -	24
Emigrated	- - - -	146
Got work (known cases)	- - - -	338
Failed to return from furlough	- - - -	221
Discharged for misconduct	- - - -	119
*Various reasons	- - - -	409
		— 1,519
Number of men in residence	- - - -	192
Average age of the men	- - - -	35½ years.
Average number of children	- - - -	3·75
Number of men country born	- - - -	258
Average length of residence in London	- - - -	19 years }
Average length of residence on colony	- - - -	10 weeks. }
Weekly cost of food per man	- - - -	5s. 9d.
Weekly cost of necessaries per man	- - - -	10d.

* Include : Took discharge voluntarily, medically unfit transferred to another colony, etc.

LIST OF PREVIOUS OCCUPATIONS.

Bricklayers	- - - -	32	French polishers	- - - -	9
" labourers	- - - -	16	Costers	- - - -	25
Builders	- - - -	147	Bakers and confectioners	- - - -	7
General	- - - -	498	Telephone man	- - - -	1
Brickmaker	- - - -	1	Moulders	- - - -	5
Painters	- - - -	130	Skin and leather dressers	- - - -	8
" labourers	- - - -	36	Tinman	- - - -	5
Carpenters	- - - -	30	Commercial traveller	- - - -	1
" labourers	- - - -	5	Photographer	- - - -	1
Excavators	- - - -	35	Electric wiremen	- - - -	4
Scaffolders	- - - -	13	Pressmen	- - - -	1
Plasterers	- - - -	9	Tanners	- - - -	2
Slaters	- - - -	2	Gardeners	- - - -	13
" labourers	- - - -	1	Potter	- - - -	1
Smiths	- - - -	3	Army and Navy Steward	- - - -	1
Smiths' fitters	- - - -	15	Chemical worker	- - - -	1
Gas fitters	- - - -	2	A. B. Seaman	- - - -	1
Labourers	- - - -	4	Private servants	- - - -	2
Fitters' mates	- - - -	3	Waiters	- - - -	2
Blacksmiths	- - - -	9	Plumber	- - - -	1
Hammermen	- - - -	12	Plumbers' mates	- - - -	5
Drillers	- - - -	2	Fence maker	- - - -	1
Stone masons	- - - -	2	Silk tie cutter	- - - -	1
" labourer	- - - -	1	Mill hands	- - - -	4
" dresser	- - - -	1	Machinist	- - - -	1
Marble masons	- - - -	3	Machine hand	- - - -	1
Handymen	- - - -	39	Boot-makers, etc.	- - - -	18
Carmen	- - - -	172	Barge-builder	- - - -	1
Horse keepers	- - - -	33	Harness-makers	- - - -	3
Coachmen	- - - -	3	Plate-layer	- - - -	2
Stablemen	- - - -	7	Brush-maker	- - - -	1
Grooms	- - - -	2	Type founders	- - - -	3
Engine-drivers	- - - -	6	Window cleaner	- - - -	1
Stokers	- - - -	11	Bookbinders	- - - -	5
Engineer	- - - -	1	Oven-builder	- - - -	1
Engineers' labourers	- - - -	30	Firemen	- - - -	5
Storekeeper	- - - -	1	Clerks	- - - -	14
Warehousemen	- - - -	15	Attendant	- - - -	1
Cooper	- - - -	1	Porters	- - - -	7
Packing-case maker	- - - -	3	Timekeeper	- - - -	1
Box-maker	- - - -	4	Telegraphist	- - - -	1
Tank-maker	- - - -	9	Gun-maker	- - - -	1
Oil and colourmen	- - - -	2	Insurance collector	- - - -	1
Swimming instructor	- - - -	1	Fishmongers' assistants	- - - -	5
Potman	- - - -	7	Printers' labourers	- - - -	5
Coal porters	- - - -	2	Farriers	- - - -	3

APPENDIX No. CI.—Continued.

Handed in by Mr. Bolton Smart (Q. 84509.)

Metal worker	-	-	-	-	-	1	Pipe joiner	-	-	-	-	-	-	1
Tent-makers	-	-	-	-	-	2	Milkman	-	-	-	-	-	-	1
Butcher	-	-	-	-	-	1	Draper	-	-	-	-	-	-	1
Grocer	-	-	-	-	-	1	Window-cleaner	-	-	-	-	-	-	1
Cellarmen	-	-	-	-	-	2	Furniture remover	-	-	-	-	-	-	2
Lightermen	-	-	-	-	-	2	Umbrella frame maker	-	-	-	-	-	-	1
Corn miller	-	-	-	-	-	1	Commission agent	-	-	-	-	-	-	1
Dock labourers	-	-	-	-	-	27	Pewterer	-	-	-	-	-	-	1
Metal polisher	-	-	-	-	-	1	Cycle maker	-	-	-	-	-	-	2
Stevedores	-	-	-	-	-	4	Cable layers	-	-	-	-	-	-	2
Chair-makers	-	-	-	-	-	3	House-breaker	-	-	-	-	-	-	1
Packers	-	-	-	-	-	15	Turner	-	-	-	-	-	-	1
Cabinet-makers	-	-	-	-	-	17	Wax doll maker	-	-	-	-	-	-	1
Basket-makers	-	-	-	-	-	3	Walking-stick maker	-	-	-	-	-	-	1
Wire-workers	-	-	-	-	-	1	Engraver	-	-	-	-	-	-	1
Sawyers	-	-	-	-	-	3	Tobacconist	-	-	-	-	-	-	1
Wheelwright	-	-	-	-	-	1	Carriage cleaner	-	-	-	-	-	-	1
Miner	-	-	-	-	-	1	Pavior	-	-	-	-	-	-	2
'Bus conductors	-	-	-	-	-	4	Tailor	-	-	-	-	-	-	1
Glass-workers	-	-	-	-	-	3	Cowman	-	-	-	-	-	-	1
Picture-frame makers	-	-	-	-	-	2	Caretaker	-	-	-	-	-	-	1
Brass finishers	-	-	-	-	-	4	Meat preserver	-	-	-	-	-	-	1
Stick mounter	-	-	-	-	-	1	Laundryman	-	-	-	-	-	-	1
Lamp-fitter	-	-	-	-	-	1	Pipe mounter	-	-	-	-	-	-	1
Sewermen	-	-	-	-	-	4	Copper plate printer	-	-	-	-	-	-	1
Cooks	-	-	-	-	-	8	Telephone fitter	-	-	-	-	-	-	1
Railway men	-	-	-	-	-	6	Telegraph operator	-	-	-	-	-	-	1
Farm labourers	-	-	-	-	-	7	Gold and silver refiner	-	-	-	-	-	-	1
Saddlers	-	-	-	-	-	1	Art metal worker	-	-	-	-	-	-	1
Bottlewashers	-	-	-	-	-	2								
Hearth-tile fixer	-	-	-	-	-	2								
Chemist	-	-	-	-	-	1								
Printers	-	-	-	-	-	2								
							Total	-	-	-	-	-	-	1,711

APPENDIX No. CII.

Handed in by Mr. J. Hall Richardson (Q. 85633).

CORRESPONDENCE BETWEEN THE DAILY TELEGRAPH AND ITS ALMONERS AS TO THE RELIEF OF DISTRESS.

The Daily Telegraph,
Fleet Street, London, E.C.
September 21st, 1907.

MY DEAR SIR,—At this interval you will probably be able to form a sound judgment of the effects of the distribution of the West Ham Fund. I have a special reason for asking whether you will favour me in writing with replies on the following points :—

- 1. Do you consider that the relief of distress is best left in the hands of the Poor Law officials ?
- 2. If not, what classes of people are best relieved by charity ?
- 3. Should relief take the form of doles in food or cash ?
- 4. Is any permanent good done by winter relief at wood chopping yards, or in artificially created work ?
- 5. By making a practice of relieving families (women and children) in periods of distress, is the responsibility of the man weakened and does he become slack and careless as a consequence ?
- 6. Have you any observations to make upon emigration as conducted by our fund ?

Yours faithfully,
(Signed) J. HALL RICHARDSON.

From Rev. T. H. Gilbert,
Church of the Ascension, Victoria Docks, E.
The Ascension Vicarage, Baxter Road,
Victoria Docks, E.
October 21st, 1907.

In answer to your letter of September 21st re effects of distribution of West Ham Fund. I beg to give my answers as follows :—

1. I should be sorry to see all relief left entirely to the Poor Law officials, as the most deserving would be omitted, on account of their not applying through fear of being bullied.

N.B.—Poor Law officials should remember every one has a right to make application even if not qualified to receive relief, and should treat applicants all alike as to behaviour and courtesy. The best do not apply because of this.

- 2. Charity Organisation Society methods, and their visitor.
- 3. Certainly *not* in form of doles, as the recipient can lay the money out best.
- 4. Certain cases have been tided over, but the applicants for admission have been chiefly the same as applied in former winter.
- 5. Not if cautiously distributed, and if work of some form can be given.
- 6. So far I have heard little of those who have emigrated, but the dislike to work on farm in Canada is prevalent. People emigrating chiefly hoping to work in a factory in Toronto or elsewhere.

St. James' Vicarage,
Forest Gate, E.
October 7th, 1907.

DEAR MR. RICHARDSON,—Our harvest festival last Thursday and yesterday, coupled with the fact that I sail to-morrow for Palestine, must be my excuse for not calling as I said I would do. I will give myself that pleasure on my return—meanwhile I have answered tersely the questions you asked.—Believe me,
Yours truly,
(Signed) G. W. HANFORD.

APPENDIX No. CII—*Continued.**Handed in by Mr. J. Hall Richardson. (Q. 85633.)*

1. It would be impossible for any voluntary system to take in hand Poor Law administration. But I do not think that in times of *exceptional* distress Poor Law officials are such fair and considerate almoners as the clergy and their district visitors.

2. The respectable working man's family, where the breadwinner, either from sickness, or temporary misfortune, is unable to support them.

3. Only in *very exceptional* cases should cash be given and never to the man himself. We make a point of paying the person who demands the cash, or in purchasing what cash is required to purchase.

4. Yes, certainly; but the wages paid for such labour should be *less* than the man would earn if in *regular* employment.

5. This is a difficult question to answer, so much depending on the man himself. In some cases *yes*, and in such cases we decline to give relief and turn them over to the Poor Law officials, but surprise visits to the home, and careful observation soon leads us to a knowledge of the case. We keep lists of all cases relieved each month with notes and a *black list* for suspected people.

6. I regret to say that although nearly all you kindly sent out from this parish *promised* to write, only four have done so. They are all doing *well, very well*. I wish it were possible for you to have a report from some one in authority relative to all those who emigrated. If this was dissected and each parish received information concerning its emigrants it would be a *useful guide* to us in future.

Daily Telegraph ENQUIRY.

1. No, the relieving officers are often harsh, and even cruel, and not always honest.

2. (a) Deserving widows with families. (b) Those most in want, about whom something is known. Indiscriminate relief is bad.

3. Food or clothing of some description. Very rarely, cash.

4. No *permanent* good, but temporary relief is often effectively given in this way.

5. In some cases, but by no means in all.

6. I believe properly organised emigration one of the best and safest ways of dealing with distress, which arises in a great measure from over-population.

(Signed) H. R. DODD,
Curate of St. Mary's,

(Signed) S. J. A. DEAN,
Senior Curate of St. Mary's, Plaistow, E.

(Signed) T. GIVEN WILSON,
Vicar.

Daily Telegraph ENQUIRY.

The consideration of relief is greatly influenced by the class of people to be dealt with.

Two divisions:—

(1) Those whose character for work is still unimpaired.

(2) Professional parasites of Society.

So, 1 and 2.—The classes of people best dealt with by charity are those of the first class. For a satisfactory distribution of alms of any kind, personal knowledge of cases is essential. This the Poor Law officials are not in a position to acquire. Furthermore, the genuine cases of distress are not, as a general rule, willing to apply for relief, and in consequence the Poor Law officials do not always have the best material to work on.

3. Money should never be given, but in extremely exceptional cases, implying a full and accurate knowledge of character and circumstances.

4. Little *permanent* good is done by artificially created work, which can, at best, be only a stop-gap.

5. There is no more dangerous practice for impairing the self-respect and character of a man than relieving his wife and children, if relief is at all *continual*.

6. Emigration is at present the only remedy for continued distress, and then only if the character is still unimpaired. It does little to touch the professional out-of-work.

(Signed) G. V. DAISLEY,
Curate of St. Mary's, Plaistow, E.

(Signed) T. GIVEN WILSON,
Vicar.

Daily Telegraph ENQUIRY.

1. No.

2. The respectable poor who require work, and are willing to work, but who will very rarely apply to the Poor Law official.

3. Food.

4. The good done by artificially created work is that the man is not allowed to contract habits of idleness, which are one of the chief causes of the unemployables.

5. Not unless the relief is long continued.

6. The chief objection, to my mind, is that we are emigrating some of our best material, and filling their places with pauper aliens and half-castes.

(Signed) H. JOHNSON,
Curate in charge of St. Thomas'
Mission of St. Mary, Plaistow, E.)

(Signed) T. GIVEN WILSON,
Vicar.

St. Andrew's Vicarage,
Plaistow, E.

September 23rd, 1907.

DEAR SIR,—I am quite glad to answer your questions as to relief, especially as we in West Ham agree mostly that your fund for relief was the only one that did good without much harm to the people, for which we are still grateful. Our experience in this parish certainly has been that no single case was demoralised by what you gave through us.

1. I think that the relief of distress should be left in the hands of the Poor Law officials in the case of those people who *like* being relieved by charitable people.

2. The only people I would relieve by charity, *i.e.* churches and private individuals, would be those who require saving from the terrible fate of sinking down and down through trade depression or temporary trouble.

3. These people I should always relieve by cash, certainly not by food tickets, which lower people's self-respect. Only those who can make proper use of money would thus receive relief from charity.

4. I never can see that artificially made work to relieve distress is ever of real use, for it seems to help people to work without the right spirit, and the same need will arise continually, as such creating of work to supply people with food contradicts the laws of supply and demand, and people should rather be induced to go where work is to be found, which is the reason why originally they came to these crowded parts.

5. I suppose it depends on the man, and this is where the *method* of relief is so important so as not to demoralise people by degrading them.

6. I am bound to say I dislike emigration entirely, as it drains the best of our men away, leaving us the loafers. I wish people could be moved to other parts of England where there is work, and into the *country* where possible. I hope you will find good come of the various answers you will receive to your questions. I should like to hear working men's answers to them.

Yours faithfully,

(Signed) HARRY S. CARPENTER.

APPENDIX No. CIII.

Handed in by Sir B. C. Browne, Newcastle. (Q. 86265.)

WORKMEN'S COMPENSATION ACT, 1906.

CONTRACTING-OUT SCHEME.*

ST. PETER'S WORKS ACCIDENT COMPENSATION FUND.

1. This fund is established in order to provide for each workman and apprentice compensation in case of accident, which will be paid to him without reference to the cause of the accident.

2. The scale of contributions by the workmen and apprentices shall be :—

For men - - - - -	3d. per week.
For apprentices - - - - -	1d. „

The contributions to be deducted from the wages monthly, in advance.

3. The company will contribute, in each year, to the fund a sum equal to three times the amount of the contribution of the workmen and apprentices in such year.

4. The administration of the fund shall be entrusted to a committee of six members, of whom two shall be appointed by the company and four by the workmen. These latter shall retire annually, but shall be eligible for re-election.

5. The scale of compensation will be as follows :—

Fatal Accidents.

Men leaving dependants - - - - -	£ 210
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But if a workman leaves any dependants wholly dependent upon his earnings, and his earnings during the three years next preceding the injury have amounted to more than £210, then the compensation payable under this scale upon his death shall be the larger sum, but shall not in any case exceed £300.

If the period of the workman's employment by the company has been less than three years, then the amount of the said earnings shall be deemed to be 156 times his average weekly earnings during the actual employment.

Apprentices - - - - -	£ 70
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But if an apprentice leaves any dependants wholly dependent upon his earnings, then the compensation payable under this scale upon his death shall be £150.

£10 to be paid to the representatives of the deceased immediately on proof of death; and the balance after deducting any weekly or other payments that may have been made prior to the decease of the injured person, in weekly payments or in one or more sums, at such times and in such manner as the committee may consider best for the interests of the family of the deceased. In the case of no dependants, as construed by the Workmen's Compensation Act, 1906, £10 only shall be paid.

Non-Fatal Accidents.

An allowance for men at the rate of 17s. per week.

An allowance for apprentices at the rate of 5s. 8d. per week.

Such allowances to be made during such period (not, however, exceeding twenty-six weeks) as the injured person is incapacitated from following his employment. After making twenty-six weekly payments, or earlier if they deem it advisable, the committee shall consider the case, and if they are of opinion that the injured person is permanently incapable of following his usual occupation, they shall award him such a sum as they may think

fit, but which with the weekly allowances he has already received shall not exceed :—

	£
For men - - - - -	105
For apprentices - - - - -	35

Or, if they are of opinion that the injured person is permanently disabled from following any occupation, they shall award him a sum which, with the weekly allowances already received, shall be equal to :—

	£
For men - - - - -	210
For apprentices - - - - -	70

Such sum may be paid in weekly amounts or in a lump sum, or in such other way and at such times as the committee may determine; and the payment of such sum shall bar any further claims upon the fund by the representatives of the injured person, in the event of his decease.

The doctor will attend every week at the factory to examine and report on all accident cases.

A fully-equipped ambulance chest and appliances will be provided.

In view of the special character of an accident entailing the loss of an eye (total or partial disablement not being the effect), all such claims may be met by the payment of £50 for men, and £17 for apprentices; this sum to include any amounts the committee elect to pay weekly, and to be in full discharge of all present and future claim in respect to that particular accident.

6. No accident shall be considered sufficient to warrant a claim on the fund which is not sufficiently serious to prevent the injured person from coming to his work for at least three clear days.

7. Any person intending to claim on the fund must give notice in writing to the Secretary within three days after the accident; and, in case of further delay, the committee may date the payment from the time of the accident or from three days prior to the receipt of such notice at their discretion.

8. Any case of accident, claiming on the fund, must be certified by a surgeon approved by the committee.

9. The Committee have power to increase the contributions to the extent of doubling them when necessary, or of diminishing or temporarily suspending them, according to the state of the fund. The Committee may, if they consider it desirable, and the state of the fund admits of it, increase the amounts named above for fatal accidents or for permanent disablement from following usual occupation, or for permanent disablement from following any occupation; due notice of any such alteration, signed by the Secretary, shall be posted in the Time Office, seven days before such alteration shall be submitted to the Registrar of Friendly Societies as a partial amendment of the scheme; but any such alteration shall not apply to any accident which shall take place before such alteration was made.

10. This agreement being a mutual one between the company and their workmen, may be terminated at any time by a six months' notice from either side; and in case of such termination the balance in hand, after providing for all claims on the fund, shall be paid over to the medical charities of Newcastle in such manner as the Committee may decide, such notice on the part of the

* The same scheme, *mutatis mutandis*, is in operation at the Forth Banks Works.

APPENDIX No. CIII.—*Continued.**Handed in by Sir B. C. Browne, Newcastle. (Q. 86265.)*

workmen to be under the hands of the then members of the Committee appointed by the workmen.

11. The acceptance of this scheme does not form a condition of hiring; and no workman shall be required to remain a party thereto, after one month's notice has been given by him in writing.

[COPY.]

No. 7 under the Act of 1897, re-certified as No. 107.

WORKMEN'S COMPENSATION ACT, 1906.

R. & W. HAWTHORN, LESLIE & CO., LIMITED, EMPLOYER.

It is hereby certified that the foregoing Scheme (No. 7 under the Act of 1897) provides scales of compensation

not less favourable to the workmen and their dependents than the corresponding scales contained in the Workmen's Compensation Act, 1906, that the scheme confers benefits at least equivalent to the contributions of the workmen in addition to the benefits to which the workmen would have been entitled under the said Act, and that a majority (ascertained by ballot) of the workmen in the employment of the company at St. Peter's Works, to whom the scheme is applicable, are in favour of such scheme.

If not renewed this certificate is to expire on the 30th day of June, 1913.

Registry of Friendly Societies, Central Office,

(Signed) J. D. S. S.]

Dated the 18th October, 1907.

APPENDIX No. CIV.

Handed in by Alderman Thomas Smith, J.P., Mayor of Leicester. (Q. 86726 (2).)

LEICESTER DISTRESS COMMITTEE.

I.—REGISTRATION STATISTICS.

14TH NOVEMBER, 1905, TO 31ST JANUARY, 1906.

Total number registered	-	-	-	-	1,387	Number ages between 45 and 55	-	-	-	-	309
Number resident in Borough less than a year	-	-	-	-	34	" " " 55 " 65	-	-	-	-	130
" " " more than 1 year	-	-	-	-	175	" " over 65	-	-	-	-	20
" " " 2 years	-	-	-	-	153	<i>Classification of Trades and Occupations.</i>					
" " " 3 "	-	-	-	-	112	Boot trades	-	-	-	-	516
" " " 4 "	-	-	-	-	110	Hosiery trades	-	-	-	-	21
" " " 5 "	-	-	-	-	803	" " labourers	-	-	-	-	26
Number married	-	-	-	-	988	Framework knitters	-	-	-	-	11
" widowers	-	-	-	-	81	Bricklayers	-	-	-	-	23
" single men	-	-	-	-	318	" " labourers	-	-	-	-	54
" with 1 child dependent	-	-	-	-	211	Carpenters	-	-	-	-	16
" " 2 children dependent	-	-	-	-	185	Stonemasons	-	-	-	-	5
" " 3 " "	-	-	-	-	152	Engineering trades	-	-	-	-	14
" " 4 " "	-	-	-	-	124	" " labourers	-	-	-	-	15
" " 5 " "	-	-	-	-	76	Navvies and excavators	-	-	-	-	102
" " 6 " "	-	-	-	-	104	Carters and ostlers	-	-	-	-	34
" renting 1 room	-	-	-	-	5	Miscellaneous trades	-	-	-	-	58
" " 2 rooms	-	-	-	-	153	General labourers	-	-	-	-	492
" " 3 " "	-	-	-	-	73	Total	-	-	-	-	1,387
" " 4 " and upwards	-	-	-	-	759	<i>Particulars of Work found for Applicants.</i>					
" lodgers	-	-	-	-	388	Highway and Sewerage Committee, tributary	-	-	-	-	
" not specified in record papers	-	-	-	-	9	sewer works and on farm	-	-	-	-	40
" who have received Poor Law relief during the past 12 months	-	-	-	-	102	Private employers, regular work	-	-	-	-	21
" who have been during the past 12 months or are now on labour-test	-	-	-	-	284	Casual work	-	-	-	-	14
" ages under 20	-	-	-	-	43	Number resumed work on their own account (so far as known)	-	-	-	-	73
" " between 20 and 25	-	-	-	-	145						
" " 25 " 35	-	-	-	-	366						
" " 35 " 45	-	-	-	-	374						

APPENDIX No. CIV.—Continued.

Handed in by Alderman Thomas Smith, J.P., Mayor of Leicester. (Q. 86726 (2).)

II.—REGISTRATION STATISTICS.

UP TO 31ST JANUARY, 1907.

Total number registered to 31st January, 1907	-	2,415	Of this number there are now employed :—	
Number on Register 1st January, 1907	-	933	On Gilroes Cemetery extension	- - 131
„ registered during the month	-	327	„ Tributary sewers (St. Margaret's Ward)	- - - 115
„ re-registered „ „	-	91	„ Western Park	- - - 40
		418	„ Gilroes land	- - - 4
Number resumed work on their own account		1,351		290
„ on Register 31st January, 1907	-	1,323	Number for whom temporary work was found with private employers	- 6
Number of married men	- - - -	916	<i>Classification of Trades and Occupations.</i>	
„ widowers	- - - -	95	Boot and shoe	- - - - 395
„ single men	- - - -	312	Hosiery-	- - - - 26
		1,323	„ Dyers and Labourers	- - - - 22
Number of wives	- - - -	895	Building	- - - - 46
„ children	- - - -	2,299	„ labourers	- - - - 104
„ other dependents	- - - -	34	Engineering	- - - - 31
		3,228	Miscellaneous	- - - - 79
Ages, 20 years and under	- - - -	33	Navvies and excavators	- - - - 125
„ 20 „ „ 30	- - - -	290	Carters and ostlers	- - - - 29
„ 30 „ „ 40	- - - -	322	General labourers	- - - - 466
„ 40 „ „ 50	- - - -	354		1,323
„ 50 „ „ 60	- - - -	245		
„ 60 and over	- - - -	79		
		1,323	Number who have received Poor Law relief-	- 293

III.—REGISTRATION STATISTICS.

TO 23RD NOVEMBER, 1907.

To 23rd November, 1907	- - - -	2,959	Number ages between 30 and 40	- - - - 765
Less duplicates	- - - -	30	„ „ „ 40 „ 50	- - - - 696
Total number registered	- - - -	2,929	„ „ „ 50 „ 60	- - - - 435
Number resident in Borough less than a year	- - - -	50	„ „ „ 60 „ over	- - - - 166
„ „ „ more than 1 year	- - - -	216	<i>Classification of Trades and Occupations.</i>	
„ „ „ 2 years	- - - -	192	Boot trades	- - - - 940
„ „ „ 3 „	- - - -	156	Hosiery trades	- - - - 38
„ „ „ 4 „	- - - -	138	„ „ labourers	- - - - 49
„ „ „ 5 „	- - - -	2,177	Framework knitters	- - - - 20
Number married	- - - -	1,987	Bricklayers	- - - - 53
„ widowers	- - - -	179	„ „ labourers	- - - - 163
„ single men	- - - -	763	Carpenters	- - - - 31
„ with 1 child dependent	- - - -	426	Stonemasons-	- - - - 13
„ „ 2 children dependent	- - - -	490	Engineering trades	- - - - 29
„ „ 3 „ „	- - - -	297	„ „ labourers	- - - - 53
„ „ 4 „ „	- - - -	258	Navvies and excavators	- - - - 263
„ „ 5 „ „	- - - -	153	Carters and ostlers	- - - - 76
„ „ 6 „ „	- - - -	181	Miscellaneous trades	- - - - 212
„ renting 1 room	- - - -	16	General labourers	- - - - 989
„ „ 2 rooms	- - - -	262		
„ „ 3 „ „	- - - -	120	Total	- - - 2,929
„ „ 4 „ „ and upwards	- - - -	1,556		
„ lodgers	- - - -	967	<i>Particulars of Work found for Applicants.</i>	
„ not specified in record papers	- - - -	8	Highway and Sewerage Committee, tributary sewer works and on farm	- - - - 40
„ who have received Poor Law relief during the past 12 months	- - - -	588	Private employers, regular work	- - - - 21
„ who have been during the past 12 months or are now on labour-test	- - - -	105	Casual work	- - - - 14
„ ages under 20	- - - -	762	Number resumed work on their own account (so far as known)	- - - - 73
„ „ between 20 and 30	- - - -			

IV.—REGISTRATION STATISTICS.

OCTOBER, 1907.

Number on Register 1st October, 1907	-	913	Number remaining on the Register 31st October, 1906, as a result of a special investigation during the month	- - - - 735
„ of new applications	- - - -	55		
„ of renewals	- - - -	67	Number of men employed one week each on Gilroes Cemetery	- - - - 10
		122	Number of men employed by Sanitary Committee	- - - - 5
Number of applications cancelled during the month	107		„ „ „ Distress Committee (two weeks)	- - - - 27
Number on Register 31st October, 1907	-	928	„ „ „ by private employers for regular work (temporary)	- - - - 2

APPENDIX No. CIV.—Continued.

Handed in by Alderman Thomas Smith, J.P., Mayor of Leicester. (Q. 86726 (2).)

IV.—REGISTRATION STATISTICS—Continued.

Ages,					Classification of Trades and Occupations.				
under 20 years	-	-	-	-	23				
20 years and under 30	-	-	-	-	201			October, 1907.	October, 1906.
30	"	"	"	40	-	-	-	294	256
40	"	"	"	50	-	-	-	4	13
50	"	"	"	60	-	-	-	20	7
60	"	"	and over	-	-	-	-	40	23
					70			54	44
					928			23	14
Number of married men	-	-	-	-	654	Boot and Shoe	-	-	50
" widowers	-	-	-	-	73	Hosiery	-	-	38
" single men	-	-	-	-	201	" Dyers and Labourers	-	-	61
					928	Building	-	-	19
						" Labourers	-	-	260
Number of wives	-	-	-	-	641	Engineering	-	-	
Number of children dependent	-	-	-	-	1228	Miscellaneous	-	-	
" " partly dependent	-	-	-	-	308	Navvies and Excavators	-	-	
					2,177	Carters and Ostlers	-	-	
						General Labourers	-	-	
Number of wives in work	-	-	-	-	293			928	735
" children living with parents, but not dependent	-	-	-	-	246				
The number on the register are classified as follows :—						Of the 928 names now on the register 426 were registered prior to the 31st March, 1906.			
Class 1—Regular artisan	-	-	-	-	170	Number who have received Poor Law relief - 175			
" 2—Casual artisan and regular labourer	-	-	-	-	473				
						Class 3—Casual labourers - 227			
						" 4—Cannot or will not work - 9			
						Not classified - 49			

In the Registration Statistics for the period to 23rd November, 1907, the number of duplicate registrations have been deducted from the total.

It will be noticed that the years for the ages are stated differently.

<i>Alleged Causes of Unemployment.</i>											
Introduction of machinery	-	-	-	-	-	-	-	-	-	-	159
Left on own account	-	-	-	-	-	-	-	-	-	-	143
Trade depression	-	-	-	-	-	-	-	-	-	-	1,923
Failure, removal or retirement of firms	-	-	-	-	-	-	-	-	-	-	247
Illness or accident	-	-	-	-	-	-	-	-	-	-	161
Dismissed from various causes	-	-	-	-	-	-	-	-	-	-	203
Discharged from the Army	-	-	-	-	-	-	-	-	-	-	68
Miscellaneous causes	-	-	-	-	-	-	-	-	-	-	25
											2,929

As only the present address and the one immediately preceding are entered on the record paper it ought not to be assumed that the applicants have only lived in Leicester for the 1, 2, 3, 4, or 5 years respectively, as many of them, although natives of Leicester, are entered as residents in the town for one or more years.

V.—WEEKLY INCOME OF APPLICANTS.

The weekly total income per head of 504 families, based on the average amount of wages earned by the applicant during the past two years, also the earnings of wives and children as stated in the record papers, the amount paid for board only being reckoned in the cases of the children not dependent but who are living with their parents.

Average weekly income of 4 families per head -				s. d.	Average weekly income of 6 families per head -				s. d.
	10	"	"	1 6		9	"	"	8 6
"	25	"	"	2 -	"	6	"	"	9 -
"	34	"	"	2 6	"	8	"	"	9 6
"	58	"	"	3 -	"	3	"	"	10 -
"	38	"	"	3 6	"	5	"	"	10 6
"	70	"	"	4 -	"	3	"	"	11 -
"	27	"	"	4 6	"	2	"	"	11 6
"	55	"	"	5 -	"	2	"	"	12 -
"	22	"	"	5 6	"	2	"	"	12 6
"	32	"	"	6 -	"	1	"	"	13 -
"	25	"	"	6 6	"	1	"	"	14 -
"	27	"	"	7 -	"	2	"	"	15 -
"	13	"	"	7 6	"	1	"	"	15 6
"	13	"	"	8 -	"	2	"	"	18 -

The average weekly earnings of 38 widowers who have no family and of 203 single men are not included in the above. The income of 168 others cannot be stated because the applicants have only done casual work during the past two years, and a number of them have been periodically in receipt of Poor Law relief.

Number of families	-	-	-	-	-	-	504
Total number of persons	-	-	-	-	-	-	2,177
Average size of family	-	-	-	-	-	-	4.31
Total average weekly earnings	-	-	-	-	-	£519	-
Average weekly family earnings	-	-	-	-	-	£1	7
Average weekly earnings per head	-	-	-	-	-	£-	4 9

APPENDIX No. CV.

(*Handed in by Mr. J. Hislop, Leith (Q. 88448 (1).)*)

RETURN SHOWING THE OCCUPATIONS OF SOME OF THE APPLICANTS WHO REGISTERED AT THE LEITH DISTRESS
COMMITTEE'S OFFICE DURING 1905-1906.

Labourers - - - - -	50	Carters - - - - -	25
(masons) - - - - -	1	Vanman - - - - -	1
(general) - - - - -	4	Biscuit brakesman - - - - -	1
(dock) - - - - -	60	Bill deliverer - - - - -	1
(shipyard) - - - - -	7	Stablemen - - - - -	4
(light) - - - - -	2	Tile-layer - - - - -	1
(sawmill) - - - - -	2	Watchman or checker - - - - -	1
(handy) - - - - -	4	Watchmen - - - - -	3
(engineers) - - - - -	2	Waiter or barmen - - - - -	2
(painters) - - - - -	1	Cellarman - - - - -	1
(bricklayers) - - - - -	2	Grocers - - - - -	2
(engineers or firemen) - - - - -	1	Tailors - - - - -	2
Masons - - - - -	11	Rubber-worker - - - - -	1
Bricklayers - - - - -	2	Seaman - - - - -	1
Horseshoers - - - - -	1	Gardeners - - - - -	2
Blacksmith - - - - -	1	French polisher - - - - -	1
(appr.) - - - - -	1	Bakers - - - - -	7
Ironmoulders - - - - -	3	Plasterers - - - - -	1
Caulkers (ship) - - - - -	3	Railway servant - - - - -	1
Riveters (ship) - - - - -	2	Carpenter (ship) - - - - -	1
Shipyard helper - - - - -	1	Scavenger - - - - -	1
Engineman - - - - -	3	Warehouseman - - - - -	1
Engineer (marine) - - - - -	1	Brass finisher - - - - -	1
Fireman (marine) - - - - -	1	Slater - - - - -	1
Joiners (ship) - - - - -	8	Groom - - - - -	1
„ (house) - - - - -	6	Ploughman - - - - -	1
Plumbers - - - - -	2	Painters - - - - -	3
„ (appr.) - - - - -	2	Servants (domestic) - - - - -	2
Lithographer - - - - -	1	Steward (assistant) - - - - -	1
Clerks - - - - -	2	Stonebreaker - - - - -	1
Pavior - - - - -	1	Cooper - - - - -	1
Dairyman - - - - -	4	Letterpress printer - - - - -	1
Oilcake pressman - - - - -	1	Steeple-jack - - - - -	1
Packing-case maker - - - - -	1	Sawyer - - - - -	1

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

SUPPLEMENTARY LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND AND IRELAND.

APPENDIX VOL. XXXV.—INDEX TO THE REPORT ON ENGLAND AND WALES

APPENDIX VOL. XXXVI.—SOME INDUSTRIES EMPLOYING WOMEN PAUPERS.

A Supplement to the Report (Appendix Vol. XVII.) by Miss Constance Williams and Mr. Thomas Jones on the Effect of Outdoor Relief on Wages and the Conditions of Employment.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND, AND IRELAND.

APPENDIX VOL. I.—ENGLISH OFFICIAL EVIDENCE.

Minutes of Evidence mainly of the Officers of the Local Government Board for England and Wales. 1st to 34th Days: 8th January to 22nd May, 1906: Questions 1 to 14,880.

APPENDIX VOL. I. A.—ENGLISH OFFICIAL EVIDENCE.

Appendices to the Minutes of Evidence included in Vol. I., being mainly the evidence of the Officers of the Local Government Board for England and Wales.

APPENDIX VOL. I. B.—INDEX.

Index to Appendix Vols. I. and I. A.

APPENDIX VOL. II.—LONDON EVIDENCE.

Minutes of Evidence (with Appendices) mainly of London witnesses. 35th to 48th Days: 28th May to 23rd July, 1906: Questions 14,881 to 24,739.

APPENDIX VOL. II. A.—INDEX.

Index to Appendix Vol. II.

APPENDIX VOL. III.—ASSOCIATIONS AND CRITICS.

Minutes of Evidence (with Appendices) mainly of critics of the Poor Law and of witnesses representing Poor Law and Charitable Associations. 49th to 71st Days: 1st October to 17th December, 1906: Questions 24,740 to 35,450.

APPENDIX VOL. III. A.—INDEX.

Index to Appendix Vol. III.

APPENDIX VOL. IV.—URBAN CENTRES.—LIVERPOOL, MANCHESTER, WEST YORKS, AND MIDLANDS.

Minutes of Evidence (with Appendices) containing the oral and written evidence of the British Medical Association and of witnesses from the following provincial urban centres—Liverpool and Manchester districts, West Yorkshire, Midland Towns. 72nd to 89th Days: 14th January to 26th March, 1907: Questions 35,451 to 48,347.

APPENDIX VOL. IV. A.—INDEX.

Index to Appendix Vol. IV.

APPENDIX VOL. V.—URBAN CENTRES.—SOUTH WALES AND NORTH EASTERN COUNTIES.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses from urban centres in the following districts:—South Wales and North Eastern Counties, 90th to 94th Days: 15th April to 30th April, 1907: Questions 48,348 to 53,067.

APPENDIX VOL. V. A.—INDEX.

Index to Appendix Vol. V.

APPENDIX VOL. VI.—SCOTLAND.

Minutes of Evidence (with Appendices) relating to Scotland. 95th to 110th Days, and 139th and 149th Days: 6th May to 21st June, 1907, and 13th January and 2nd March, 1908: Questions 53,068 to 67,565; 88,667 to 89,046; 94,629 to 95,323.

APPENDIX VOL. VI. A.—INDEX.

Index to Appendix Vol. VI.

APPENDIX VOL. VII.—RURAL CENTRES.—FRIENDLY SOCIETIES, ETC.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses from various rural centres in the South Western, Western, and Eastern Counties, from the Parish of Poplar Borough and from the National Conference of Friendly Societies. 111th to 122nd Days: 9th July to 7th October, 1907: Questions 67,566 to 77,734.

APPENDIX VOL. VII. A.—INDEX.

Index to Appendix Vol. VII.

APPENDIX VOL. VIII.—UNEMPLOYMENT.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses relating chiefly to the subject of "Unemployment." 123rd to 138th Days: 14th October to 10th December, 1907: Questions 77,735 to 88,666.

APPENDIX VOL. VIII. A.—INDEX.

Index to Appendix Vol. VIII.

APPENDIX VOL. IX.—UNEMPLOYMENT.

Minutes of Evidence (with Appendices) containing the oral and written evidence of further witnesses relating to the subject of Unemployment, etc. 140th to 148th Days: 150th to 156th Days, and 158th Day: 14th January, 1908, to 11th May, 1908. Questions 89,048 to 94,628; 95,324 to 99,350; 100,020 to 100,590.

APPENDIX VOL. IX. A.—INDEX.

Index to Appendix Vol. IX.

APPENDIX VOL. X.—IRELAND.

Minutes of Evidence (with Appendices) relating to Ireland. 157th and 159th Days: 25th April and 12th May, 1908: Questions 99,351 to 100,019; 100,591 to 100,928.

APPENDIX VOL. X. A.—INDEX.

Index to Appendix Vol. X.

APPENDIX VOL. XI.—MISCELLANEOUS.

Miscellaneous Papers. Communications from Boards of Guardians and Others, etc., etc.

APPENDIX VOL. XII.—COMMISSIONERS' MEMORANDA.

Reports, Memoranda, and Tables prepared by certain of the Commissioners.

- APPENDIX VOL. XIII.—DIOCESAN REPORTS.
Diocesan Reports on the Methods of administering Charitable Assistance and the extent and intensity of Poverty in England and Wales.
- APPENDIX VOL. XIV.—INVESTIGATORS' REPORTS.—MEDICAL RELIEF.
Report on the Methods and Results of the present system of administering Indoor and Outdoor Poor Law Medical Relief in certain Unions in England and Wales, by Dr. McVail.
- APPENDIX VOL. XV.—INVESTIGATORS' REPORTS.—CHARITY.
Report on the Administrative Relation of Charity and the Poor Law, and the extent and the actual and potential utility of Endowed and Voluntary Charities in England and Scotland, by Mr. A. C. Kay and Mr. H. V. Toynbee.
- APPENDIX VOL. XVI.—INVESTIGATORS' REPORTS.—INDUSTRIAL AND SANITARY CONDITIONS.
Reports on the Relation of Industrial and Sanitary Conditions to Pauperism, by Mr. Steel Maitland and Miss R. E. Squire.
- APPENDIX VOL. XVII.—INVESTIGATORS' REPORTS.—OUT-RELIEF AND WAGES.
Reports on the effect of Outdoor Relief on Wages, and the Conditions of Employment, by Mr. Thomas Jones and Miss Williams.
- APPENDIX VOL. XVIII.—INVESTIGATORS' REPORTS.—CHILDREN : ENGLAND AND WALES.
Report on the condition of the Children who are in receipt of the various forms of Poor Law Relief in certain Unions in London and in the Provinces, by Dr. Ethel Williams and Miss Longman and Miss Phillips.
- APPENDIX VOL. XIX.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT : ENGLAND AND WALES.
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in London, and generally throughout England and Wales, by Mr. Cyril Jackson and the Rev. J. C. Pringle.
- APPENDIX VOL. XIX. A.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT : SCOTLAND.
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Scotland, by the Rev. J. C. Pringle.
- APPENDIX VOL. XIX. B.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT : IRELAND.
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Ireland, by Mr. Cyril Jackson.
- APPENDIX VOL. XX.—INVESTIGATORS' REPORTS.—BOY LABOUR.
Report on Boy Labour in London and certain other Typical Towns, by Mr. Cyril Jackson, with a Memorandum from the General Post Office on the Conditions of Employment of Telegraph Messengers.
- APPENDIX VOL. XXI.—INVESTIGATORS' REPORTS.—REFUSAL OF OUT-RELIEF.
Reports on the Effect of the Refusal of Out-relief on the Applicants for such Relief, by Miss G. Harlock.
- APPENDIX VOL. XXII.—INVESTIGATORS' REPORTS.—OVERLAPPING OF MEDICAL RELIEF IN LONDON.
Report on the Overlapping of the Work of the Voluntary General Hospitals with that of Poor Law Medical Relief in certain districts of London, by Miss N. B. Roberts.
- APPENDIX VOL. XXIII.—INVESTIGATORS' REPORTS.—CHILDREN : SCOTLAND.
Report on the Condition of the Children who are in receipt of the various forms of Poor Law Relief in certain parishes in Scotland, by Dr. C. T. Parsons and Miss Longman and Miss Phillips.
- APPENDIX VOL. XXIV.—INVESTIGATORS' REPORTS.—ABLE-BODIED AND "ORDINARY" PAUPERS IN ENGLAND AND SCOTLAND.
Report on a Comparison of the Physical Condition of "Ordinary" Paupers in certain Scottish Poorhouses with that of the Able-bodied Paupers in certain English Workhouses and Labour Yards, by Dr. C. T. Parsons.
- APPENDIX VOL. XXV.—STATISTICAL.
Statistical Memoranda and Tables relating to England and Wales, prepared by the Staff of the Commission and by Government Departments, and Others, and Actuarial Reports.
- APPENDIX VOL. XXVI.—CHARITIES.
Documents relating more especially to the Administration of Charities.
- APPENDIX VOL. XXVII.—REPLIES OF DISTRESS COMMITTEES.
Replies by Distress Committees in England and Wales to Questions circulated on the subject of the Unemployed Workmen Act, 1905.
- APPENDIX VOL. XXVIII.—VISITS.
Reports of Visits to Poor Law and Charitable Institutions and to Meetings of Local Authorities in the United Kingdom.
- APPENDIX VOL. XXIX.—REPORT BY GENERAL ASSEMBLY OF CHURCH OF SCOTLAND.
Report on the Methods of Administering Charitable Assistance and the extent and intensity of Poverty in Scotland, prepared by the Committee on Church Interests appointed by the General Assembly of the Church of Scotland.
- APPENDIX VOL. XXX.—SCOTLAND.
Documents relating specially to Scotland.
- APPENDIX VOL. XXXI.—IRELAND.
Statistical Memoranda and Tables relating to Ireland, etc.
- APPENDIX VOL. XXXII.—FOREIGN LABOUR COLONIES COMMITTEE.
Report on Visits paid by the Foreign Labour Colonies Committee of the Commission to certain Institutions in Holland, Belgium, Germany, and Switzerland.
- APPENDIX VOL. XXXIII.—FOREIGN POOR RELIEF SYSTEMS.
Foreign and Colonial Systems of Poor Relief, with a Memorandum on the Relief of Famines in India.
- APPENDIX VOL. XXXIV.—LIST OF WITNESSES.
Alphabetical Lists of Oral and Non-oral Witnesses.





